DOCUMENT RESUME

ED 085 834 EA 005 714

TITLE	Boards of Cooperative Educational Services: An Examination of a Temporary Program After 25 Years of Operation.
INSTITUTION	New York State Office of Education Performance Review, Albany.
PUB DATE	Dec 73
NOTE	123p.
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	Educational Finance; *Intermediate Administrative Units; Organization; Program Administration; Program Descriptions; *Program Evaluation; Regional Cooperation; *Secondary Schools; Shared Services; State Departments of Education; *State Programs; *State School District Relationship
IDENTIFIERS	*Boards of Cooperative Educational Services; BOCES; New York State

ABSTRACT

The creation of Boards of Cooperative Educational Services (BOCES) was authorized in 1948 to function temporarily pending the creation of intermediate school districts. BOCES were viewed at their inception as a means to supplement teaching services and to provide a few nonacademic courses to school districts too small to provide their own. In succeeding years, because of the significant increase in the growth of BOCES, its seemingly new role as a permanent and integral part of the public secondary education system in New York State, and because of the expressed concern by citizens regarding its organization and financing, the need for an evaluation of the BOCES operations was created. A team studied the BOCES organizational framework, its administrative structure, the types of services it offers, its financial structure, and its current role as an intermediate unit of secondary education. Study findings reveal in part that BOCES have become unique and powerful units of government with little or no public control; that neither the State nor component districts exercise adequate supervision over the programs and services; and that management and administrative services are not presently reviewed on the basis of need, cost, or performance. This report describes BOCES current operations, indicates the major findings, and presents the committee's recommendations. Six exhibits provide more specific data about the BOCES operation. (EA)

FILMED FROM BEST AVAILABLE COPY

ED 085834

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRO
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIGIN
ATING IT. POINTS OF VIEW OR OPINIONS
STATED DO NOT NECESSARILY REPRE
SENT OFFICIAL NATIONAL INSTITUTE OF
EDUCATION POSITION OR POLICY

STATE OF NEW YORK

OFFICE OF EDUCATION PERFORMANCE REVIEW

BOARDS OF COOPERATIVE EDUCATIONAL SERVICES

An Examination of a Temporary Program After 25 Years of Operation

EA 005 714

December 1973

SUMMARY OF REPORT

The Office of Education Performance Review has completed an initial study of the Boards of Cooperative Educational Services (BOCES). In the course of this study, it became evident that not only is the concept of BOCES a viable one but that throughout the State, BOCES are fulfilling a definite educational need. The purpose of this report is to strengthen BOCES, thereby making them even more responsive to school districts and ultimately to the needs of students.

This summary highlights critical findings and recommendations aimed at improving the administration of BOCES and increasing its responsiveness to the needs of local school districts. Some recommendations can be put into effect immediately. But the BOCES structure and many of its operating relationships have been embedded in law, and many policies and practices which handicap effective management date back to BOCES creation a quarter-century ago.

BACKGROUND AND CURRENT OPERATIONS

- BOCES, as stated in the enabling legislation, were to function temporarily "pending the creation of intermediate school districts." Initially, BOCES were envisioned as a vehicle to provide certain educational services to districts too small to provide their own, although from the beginning many other criteria have been used to justify the extension of BOCES activities. The growth of BOCES has been significant, and 46 Cooperative Boards now serve all but 22 of the State's 759 school districts.

- BOCES are managed by chief executive officers, who also serve as district superintendents for component local districts with too few students to warrant their own superintendents. This dual role makes chief executive officers employees of both the State Education Department and the component districts.

- BOCES boards have five to nine members, elected by component district school board members. Each BOCES board has only two mandated responsibilities: to adopt an annual budget and, subject to the approval of the Commissioner of Education, to select its chief executive officer.

- BOCES offer a wide variety of programs including occupational education, education of the handicapped, cultural programs, and administrative and management services. In addition, many BOCES have regional

planning centers providing in-service training and management services for component schools. All programs and services offered must be requested by component districts and approved by the State Education Department.

- BOCES rely upon component districts and the State for financial support. State aid for school districts which purchase BOCES services is separate from, and in addition to, regular State aid.

- Between fiscal year 1969-70 and fiscal year 1971-72, State aid for BOCES increased from $79 million to almost $100 million. By the end of fiscal year 1971-72, BOCES gross expenditures totalled over $165 million statewide.

FINDINGS

BOCES Administration and Organization

Despite their ambiguous legal status, BOCES have become unique and powerful units of government; at the same time, many of their administrative policies and practices are questionable and public control of their operations is almost non-existent.

- Neither law nor State policy requires BOCES to be fully accountable to the State, component districts or taxpayers.

- The Law allows BOCES too great a degree of flexibility in defining administrative costs. Moreover, component districts are legally obligated to share these costs for the lifetime of BOCES even though they may not desire to take advantage of any services.

- The BOCES State aid formula encourages school districts to purchase services from BOCES, even if such services might be obtained more economically from other sources.

- A number of BOCES have accumulated substantial State aid surpluses rather than refund this money to component districts.

- Statutory controls governing the acquisition of BOCES physical facilities can be readily side-stepped through long-term leasing arrangements which are often more costly to the taxpayers.

- The dual role of BOCES district superintendents as agents of the Commissioner and executives of BOCES results in a basic conflict of interest.

- There are no objective criteria governing the salaries of BOCES district superintendents, with the result that many of the salaries are inordinately high. One BOCES superintendent, for example, receives more than the State Commissioner of Education.

BOCES Programs and Services

Neither the State Education Department nor component districts exercise adequate supervision over BOCES programs and services.

- There are no uniform standards for the selection and enrollment of occupational education students in BOCES courses with the result that adequate provisions are not being made by component districts to ensure that students are receiving equal opportunity.

- Although the State Education Department and BOCES plan occupational education programs, implementation often breaks down and much of the planning effort is wasted.

- Although there is a process for developing occupational educational plans at the regional level, the overall impact of this work is often dissipated because of a cursory review of program requests at the State level and inadequate coordination of BOCES and community college programs.

- It is difficult to relate costs and benefits in occupational education programs since there is virtually no systematic follow-up of BOCES graduates and the necessary data on costs is not available.

- Programs for the handicapped vary greatly from BOCES to BOCES reflecting not only differences in local educational philosophy but inadequate guidelines from the State Education Department. As a result there are wide variations in the level and quality of service for handicapped children.

- The lack of cost and performance data block any meaningful analysis of BOCES special education programs.

- The fragmentation of responsibility for educating handicapped children makes it difficult to coordinate the delivery of these services effectively.

Administrative and Management Services

BOCES administrative and management services are not presently reviewed on the basis of need, cost or performance.

- As a case in point, the State Education Department is promoting a policy of BOCES regional data processing services although this policy has never been evaluated on the basis of cost. Other alternatives which may provide local schools with a higher level of services have not been explored.

- At present the possible use of alternative data processing services is inhibited by the State Education Department's position that it will not approve BOCES aid to school districts which use computer services in competition with those services provided by BOCES.

- Neither the need for nor the cost effectiveness of regionalizing a variety of other administrative services has ever been thoroughly explored.

Role of the State Education Department

The State Education Department could provide more effective leadership and supervision to BOCES through better organization, improved operating practices and a more precise definition of its role.

- Responsibility for BOCES programs is scattered among 45 units in the Education Department, many of which report to different top officials.

- Under current practice, the Legislature and the Division of the Budget do not receive BOCES program and fiscal data needed to support BOCES State aid authorization.

- As a result, the Legislature and the Division of the Budget often do not have the data on costs and performance needed to make meaningful evaluations of the accomplishments, defects or efficiency of BOCES programs.

- There is an inadequate review of BOCES program requests by the State Education Department, largely because of time constraints and the allocation of inadequate resources to the task.

- There is a lack of overall departmental planning and uniform guidelines for BOCES programs. This is in part a reflection of organizational splintering and the uncertainty of much of the professional staff as to the Department's supervisory role.

RECOMMENDATIONS

1. *To resolve ambiguities concerning the status of BOCES the Commissioner of Education should sponsor legislation in the 1974 session of the Legislature defining the role of BOCES in the State's educational system.*

2. *To increase the accountability of BOCES to the taxpayers and component school districts, the law should be changed to provide for:*

   - *selecting board members at a general election;*
   - *reducing terms of board members to three years;*
   - *permitting the president of each component school board to vote on the BOCES administrative budget;*
   - *increasing board membership in heavily populated areas to insure adequate representation from the community.*

3. *Amend the Law to define more specifically the system used by BOCES for classifying expenditures, thus eliminating the confusion now resulting from a lack of uniformity from BOCES to BOCES and insuring more accurate cost data on administration and programs.*

4. *Amend the Law to close the loopholes which now permit BOCES districts to circumvent public referenda on the acquisition of new capital facilities through long-term leases or other techniques which are often far more costly to the taxpayer than construction.*

5. *Amend the law to authorize school districts to purchase required services from any source at the same aid rate that is currently received by using BOCES service. However, require school districts to justify that the service is comparable in quality and more economical than the BOCES service.*

6. *Enact legislation to establish the position of chief executive officer of BOCES, clarify his role and remove direct State support of his salary, thus eliminating the conflict of interest inherent in the present role of superintendent and at the same time removing the basis for the inordinately high salaries now paid to many BOCES superintendents.*

7. *The State Education Department should develop accurate cost data on occupational education programs as a basis for meaningful evaluations and program management.*

8. *The Office of Education Performance Review should initiate (and it has launched) a study of the career patterns of BOCES students after graduation from occupational education courses to determine the use made of newly acquired skills in the market place.*

9. *The State Education Department, with the help of the Governor and the Regents, should aggressively work to end the negative image of the occupational education student as a "loser" and seek greater understanding of occupational education on the part of the public and school personnel.*

10. *The State Education Department, the State University of New York and each BOCES should initiate joint action to coordinate BOCES occupational education programs more effectively with those of community colleges.*

11. *The State Education Department should ensure that each administrative or management service that BOCES currently provides cannot be delivered more economically through another source.*

12. *As a first step in carrying out the above recommendation, immediately stop the installation of new data processing equipment at regional BOCES centers until they have been thoroughly evaluated from the standpoint of need, quality of performance, cost and the feasibility of acquiring equivalent services elsewhere.*

12. *Initiate a study by the Office of Education Performance Review aimed at improving the supervision and coordination of BOCES and related programs in the State Education Department.*

TABLE OF CONTENTS

	Page
INTRODUCTION	1
DESCRIPTION OF BOCES OPERATION	5
Development of BOCES	5
Description of a BOCES	6
BOCES Programs	8
Financing BOCES	10
BOCES Growth	14
FINDINGS	17
BOCES Administration and Organization	17
BOCES Programs	34
Occupational Education	35
Special Education	53
Administrative and Management Services	64
State Education Department Role	77
RECOMMENDATIONS	83

APPENDIX

Exhibit 1	Technical Explanation of BOCES State Aid
Exhibit 2	BOCES Occupational Education Courses with Enrollment
Exhibit 3	Sample Request Form
Exhibit 4	Definitions of Handicapping Conditions
Exhibit 5	Composite list of services provided by BOCES EDP Centers
Exhibit 6	State Education Department Units responsible for BOCES

INTRODUCTION

The Office of Education Performance Review has completed an initial study of Boards of Cooperative Educational Services, BOCES. These boards function as the intermediate unit of public secondary education in the State by providing those services, programs and management functions requested by local school districts.

The creation of BOCES was authorized in 1948 when the Intermediate School District Act was passed. As stated in that enabling legislation, the cooperative boards were to function temporarily "pending the creation of intermediate school districts." (Sections 1950 and 1951, formerly 1958 and 1959, of the Education Law.) In the first few years of development, BOCES were viewed primarily as a means to supplement teaching services and to provide a few non-academic courses to school districts too small to provide their own.

Since 1948, however, the growth of BOCES has been significant, in terms not only of the number and kind of services offered, but also of the number of children and adults served, facilities built and operated, professionals employed and public dollars spent. There are currently 46 BOCES in New York serving all but 22 of the State's 759 school districts. These BOCES offer, in varying forms, occupational education, education of the handicapped, shared cultural arts and

enrichment programs, itinerant teaching services, and a variety of management services ranging from data processing to centralized purchasing and labor negotiations.

BOCES has become a seemingly permanent and integral part of the public secondary education system in New York State. Moreover, a number of private citizens and school administrators have expressed concern about the organization and financing of BOCES. In certain areas, individuals have complained that BOCES are responsive neither to the taxpayers nor to the component districts. 1/ Concern has also been expressed regarding the BOCES State aid formula. Many believe this formula negates the original intent of having schools use BOCES only when it is economical and efficient to do so.

These concerns, together with the fact that the BOCES organizations were intended to be temporary in nature, suggested the need for a careful evaluation of BOCES operations. In conducting this study, the Office of Education Performance Review has studied the following areas:

1/ Component district, as used in this report, indicates those school districts which are members of BOCES, and must share in the support of BOCES administrative costs. Participating districts, on the other hand, are those which are not official members of BOCES but may purchase BOCES services.

-- organizational framework of BOCES and its relation to both the State Education Department and the local school districts;

-- administrative structure for regulation and control of BOCES;

-- types of services offered by BOCES and the available measures of their effectiveness;

-- financial structure of BOCES, both in terms of local monies and State aid; and

-- current role of BOCES as an intermediate unit of public secondary education compared with the original intent of the BOCES enabling legislation.

In performing the study, personnel from the Office of Education Performance Review concentrated on visiting BOCES that varied in size, composition, geographic area, and programs offered. In addition to interviewing BOCES administrators, personnel conducting the study talked with BOCES teachers and students, local school administrators, component school board members and BOCES board members.

In addition, the study team interviewed representatives of the New York State Departments of Education and Audit and Control, the Division of the Budget and Legislative staff as well as officials of taxpayer groups and parents.

The following sections of this report

-- describe BOCES current operations,

-- outline major findings, and

-- present recommendations.

DESCRIPTION OF BOCES OPERATIONS

DEVELOPMENT OF BOCES

In 1948, there were many small rural districts with student populations too sparse to warrant the provision of certain educational services. A mechanism was needed to enable these districts to combine their resources to provide economic and efficient programs to students. Consequently, the Intermediate School District Act was passed which enabled by order of the Commissioner of Education the formation of intermediate districts, by combining existing small rural districts. In approving these consolidations, the Commissioner of Education was to apply the criteria of size, geographic proximity, pupil population and financial support. The Act also provided for the creation of BOCES, which were to exist as temporary units until intermediate districts were formed.

In the years immediately following passage of the Act, BOCES were formed, one or more to a county, in line with the intended school district reorganizations. Subsequently, the number of BOCES rose to 90 and then declined to the current 46 as a result of consolidations.

In 1972, the Intermediate School District Act was repealed before any intermediate school districts were formed, but the sections of the Education Law pertaining to BOCES remained basically unchanged. According to State Education Department policy, BOCES were never considered to be a substitute for school district organization. Notwithstanding that policy, BOCES, in serving as a mechanism for the provision of a wider range of educational services than originally intended, has in fact become an alternative to further school district reorganization.

DESCRIPTION OF A BOCES

How a BOCES is Created

In line with the "service" mission of BOCES, a cooperative board is created by a petition of the boards of education and school trustees of supervisory districts, those districts with too few students to have their own independent superintendents. The Commissioner of Education must approve the BOCES creation using criteria similar to those which were to have been applied in the formation of intermediate school districts. School districts which have enough students to warrant their own independent superintendents and cities having populations of less than 125,000 may join a BOCES after it has been created.

Although it is unlikely that any new BOCES will be created, consolidation of 2 existing BOCES is possible by order of the Commissioner only when a BOCES district superintendency becomes vacant. Since 1948, the number of BOCES has decreased from 90 to 46 through such consolidation.

Organization of a BOCES

Once the Commissioner of Education has approved the creation of a BOCES, the boards of education of all component districts elect a five to nine member BOCES board. The number of members is determined by the Commissioner of Education and rarely is it equivalent to the number of component districts. The selections of the BOCES board members are made by component school board members and not by local taxpayers. The voting is not proportionately based upon the number of pupils nor upon the value of services to be purchased.

The BOCES board is responsible for selecting a chief executive officer who also serves as district superintendent for all component districts not have their own independent superintendents. The selection of the district superintendent must also be approved by the Commissioner of Education.

The district superintendent has a dual role. As a State employee, he is responsible for all supervisory districts and, as a local employee, for all BOCES operations. As such, he receives compensation from both sources.

The Board's other major duty is to approve the BOCES annual budget, which contains estimates for the total administrative and program expenditures and is not required to be formally approved by any other group. The administrative portion is subject to no prior review, although the program expenditures have been reviewed previously by both the component districts and the State Education Department.

BOCES PROGRAMS

A BOCES, according to law, should offer only those programs and services requested by its component districts. Further, any shared service provided must not duplicate or de-emphasize a local school district's responsibility. The legislation establishing BOCES implies that school districts should request BOCES to provide programs and services only when that is the most economical and efficient method available.

The law enumerates a number of acceptable services a BOCES may provide and adds "such other services as the Commissioner of Education may approve" (Section 1950(4) of the Education Law). Services usually include an occupational education program, education of the handicapped, various cultural programs, and management or administrative services. In addition, many BOCES have regional planning centers, which provide in-service training and management services for schools. Any of these services may be provided to non-profit colleges or private schools although these institutions cannot by law be members of BOCES. As limited by the State Education Department, regular academic programs should remain within the local school district with the exception of itinerant teacher programs for small schools having fewer than 1,000 students in grades K-12.

The State Education Department has established that to achieve maximum efficiency and economy, a BOCES should have at least a 40,000 student population within its component school districts to offer such programs as occupational and special education courses. The minimum suggested for selected administrative services such as data processing is 125,000. Therefore, for certain administrative services, regional groupings are encouraged, with one BOCES operating the service and cross-contracting with other BOCES in the area.

Each BOCES must have all of its programs approved annually by the State Education Department. This is done in an attempt to make a BOCES accountable to both its districts and to the State Education Department. The legislation clearly implies that BOCES should be accountable because unless districts subscribe to the services, a BOCES will have no clients, and unless the Education Department approves each program, a BOCES will be unable to offer it.

FINANCING BOCES

A BOCES relies upon its districts and the State for its financial support. The component districts are responsible for BOCES total administrative and program expenditures and are, in turn, reimbursed by the State according to one of two aid formulae. The aid formula for administrative costs differs from that for program expenditures. (See Exhibit 1 for a technical explanation of BOCES State aid.)

Administrative Aid

All component districts must share administrative costs each year, regardless of how many services -- if any -- each purchased from BOCES. These administrative costs are "charged back" to component districts and in turn are aided by the State.

The State does not aid administrative expenditures which are in excess of 10 percent of the total BOCES budget for that year. Within that 10 percent limitation, two exceptions exist: no aid is given for that part of a BOCES salary which exceeds $8,500 and secondly no aid is allowed for administrative costs resulting from a program which was not approved by the State Education Department.

The amount in excess of 10 percent is also charged back to the districts but is paid by local monies. Further, all administrative charges which are aidable are not paid by the State until the following year, except for rent and/or capital construction aid which is paid in the same year and which is excluded from the 10 percent limitation on administrative expenditures.

Capital Construction/Rent State Aid

State aid to a BOCES for capital construction is separate from all other BOCES State aid. An amendment to the BOCES legislation, passed in 1967, requires BOCES to hold a public referendum prior to undertaking a capital construction project. If the referendum is passed, the building is financed through the Dormitory Authority of the State of New York, a public benefit

corporation. Since passage of that amendment, 35 BOCES have successfully passed 40 referenda which enabled them to build central facilities.

Those BOCES which have not held referenda or have been unsuccessful in getting voter approval have paid rent for facilities, which in some cases equals, if not exceeds, the cost per year of a new building.

In either case, the State aids these expenditures. The aid is based upon a percentage allowance which is an aid ratio established by the Department at the time of application. The allowance varies, but can be as high as 80 percent of the total capitalized cost. And, as in the cases of administrative and program aid, component districts must pay out of local tax monies what is not aided by the State.

Program Aid

BOCES total program costs are also charged back to component districts but, unlike administrative costs, are proportionate to the number of services a district buys and to the number of students in each course. These charges are aided by the State according to one of two formulae, whichever of the two is more favorable for the component district. (See Exhibit 1.) In most cases, a school district is reimbursed from 70 to 80 percent of the total cost of sending students to BOCES for occupational education, education of the handicapped and various enrichment programs.

BOCES State aid is separate and distinct from the general school aid. A school receives a maximum of $860 per pupil for students educated at the home school. That amount is constant regardless of the level of service that is offered. As schools add courses and programs, the amount per pupil must be stretched further. Therefore, depending upon the school's available tax money, it is often necessary to keep the number of its offerings to an acceptable minimum. Because of BOCES State aid, another alternative is to request the service from BOCES.

BOCES GROWTH

Initially, BOCES services were limited to providing itinerant teachers and a few occupational education courses. No BOCES central facilities existed and staffs were small. In fiscal year 1948-49, Statewide BOCES staff numbered only 56 and total expenditures were barely over a quarter of a million dollars.

Since that time, however, BOCES operations have expanded greatly:

- By fiscal year 1971-72, gross expenditures totalled over $165 million Statewide. Total professional staff had reached nearly 4,100.

- BOCES State aid had increased from $116,000 in fiscal year 1949-50 to $96 million in fiscal year 1971-72, of which $11 million was aid for rent and BOCES facilities.

(See Table I, BOCES Expenditures and State aid, for the most recent three years for which data is available.)

The occupational education programs have grown from a few courses to a wide variety of offerings in everything from cosmetology to care of race horses. (See Exhibit 2

TABLE I

BOCES EXPENDITURES AND STATE AID
1969-70, 1970-71 AND 1971-72 SCHOOL YEARS
IN THOUSANDS

	1969-70	1970-71	1971-72	Percent of Increase Between 1969-70 & 1971-72
Administrative Expenditures	$ 21,000	$ 28,000	$ 28,000	32%
Service Expenditures	96,000	117,000	137,000	43%
Total Expenditures	117,000	145,000	165,000	41%
Administrative as % of Total Expenditures	18%	19%	17%	
Service as % of Total Expenditures	82%	81%	83%	
Approved Expenditures Total	82,000	96,000	112,000	37%
Approved Expenditures as % of Total Expenditures	70%	69%	68%	
State Aid Paid *	67,000	74,000	88,000	30%
Rent and Facilities Aid Paid	9,000	9,000	11,000	20%
Total Aid Paid	$ 76,000 (pd. in 70-71)	$ 83,000 (pd. in 71-72)	$ 99,000 (pd. in 72-73	26%

This table is based upon data in State Aid for Elementary and Secondary Education in New York State as apportioned in 1971-72, prepared by the State Education Department.

*State aid for all BOCES expenditures, except rent and facilities aid, is not paid until the following year. Therefore the $88 million in State aid shown for fiscal year 1971-72 was actually paid in fiscal year 1972-73. Aid for rent and facilities is paid the same year in which the expenditure occurs.

showing some of the typical course offerings of BOCES.) Special education has experienced a similar expansion and now offers programs to trainable and educable mentally retarded, to physically handicapped and to emotionally disturbed children.

In addition, BOCES have developed many centralized management services such as administrative data processing, centralized purchasing, film libraries, and negotiation of labor contracts. And certain BOCES have added regional planning centers which provide a wide range of management planning and training services to other BOCES and schools in the area.

FINDINGS

The following chapter deals with findings about BOCES and their relationships with component districts and the State Education Department. It is important to clarify once more that the purpose of this study is to identify areas of BOCES operations which need to be strengthened. This chapter, therefore, does not present the many findings indicative of the contributions BOCES are making to secondary schools throughout the State.

The section to follow divides findings into three major areas:

-- BOCES administration and organization;

-- BOCES programs and services; and

-- the role of the State Education Department in BOCES administration and control.

BOCES ADMINISTRATION AND ORGANIZATION

In line with the "service" mission of BOCES, enabling legislation resulted in an organizational framework which is flexible enough to allow many children to receive educational services which might otherwise be denied.

In visiting a number of BOCES throughout the State and in discussions with BOCES administrators, BOCES users, and citizens concerned about public expenditure control, it

became apparent that this very flexibility has resulted in a unique and powerful unit of government.

1. Very few units of government are as isolated from the public as BOCES.

   a. BOCES are not required by law or by State policy to be fully accountable:

   Its accountability is indirect as evidenced by the legal requirements for selection and duties of BOCES board members. Members of BOCES boards are elected to five-year terms by component school board members and trustees. In this respect the component districts have some voice in the selection process. However, unlike election of school board members, the public has no direct role in the elections.

   By law, boards are limited to five, seven or nine members. Because most BOCES regions have a large number of school districts, a nine member board cannot truly represent the interests of each participating school district.

Furthermore, some component districts have more than one representative on a BOCES board thereby further limiting the potential for equal representation. Most important, once elected to the board, there is no requirement that members report back to the home school district.

The only other role provided by law for participating district board members and school trustees is to inspect the BOCES budget at the annual meetings. However, changes are often made by the board between the time of the annual meeting and final budget submission to the Commissioner of Education. As a result, school districts are often unaware of the final elements of the budget and, most importantly, of the amount that the local school districts will have to contribute to its support.

Although interested citizens in the BOCES region are sometimes invited to attend meetings of the board, as in the case of selecting board members, a private citizen has no formal role in approving the BOCES budget.

b. The law allows BOCES too great a degree of flexibility in defining administrative costs:

A serious handicap in evaluating or comparing BOCES operations statewide is the lack of definitive requirements for preparing the administrative portion of the BOCES Budget. In interviews with school administrators and officials of the State Education Department, the claim was repeatedly made that neither group has any real authority in controlling BOCES administrative costs, since this is an area completely under the BOCES board's discretion. This is an especially serious charge since the law specifies that once a component district joins BOCES it must forever share in the administrative costs, even though it may choose to discontinue purchasing BOCES services.

This flexibility has resulted in a lack of uniformity in cost assignment among the 46 BOCES. For example, one large BOCES assigns as many administrative costs as possible to program areas. Its philosophy is that the heaviest users of BOCES services should also pay for most of the administrative costs of running those programs.

On the other hand, several upstate BOCES assign as many administrative costs as possible to the administrative budget, and the component districts must share in the payment of these costs regardless of the extent of purchase of services. Because of the different methods used, it is virtually impossible to evaluate the administrative effectiveness of BOCES in comparing one to the other.

One probable reason for this wide variation is the requirement that only the portion of administrative costs equalling 10 percent or less of the total BOCES Budget can be aided by the State. An attempt to avoid exceeding this limit could account for many BOCES assigning certain administrative costs to program areas.

2. <u>The BOCES State aid formula serves as an incentive for school districts to purchase services from BOCES, regardless of the efficiency or economy of those services</u>.

BOCES administrators interviewed claimed that their programs must be efficient and economical since component districts may choose at any time not to purchase the services.

This may be an unrealistic claim, however, since, in addition to the requirement that component districts pay their share of administrative costs, the State aid formula is more favorable to those districts using BOCES services and programs than to those districts which provide the programs themselves or obtain them from some other source.

One obvious example of this is in the area of data processing services. School districts are encouraged by the Education Department to obtain EDP services from their BOCES. Most important, however, the State aid formula is much more favorable to the school using BOCES than to the district which obtains a more economical and efficient service from a private data processing firm.

For example, a school district with a 65 percent BOCES aid ratio can purchase a BOCES EDP service for $1.00 per pupil, but pay only 35 cents of local money. Even if the same service may be obtained from a pri-

vate vendor for only 75 cents per pupil, the entire amount must be paid from the local school budget. Therefore, even though more tax dollars are being spent to go to BOCES for the service, a district gets State tax money and does not use its regular school budget funds.

Even where limitations to State aid are specified, the flexibility of the law allows means of circumventing its intent. For example, there is a legal limitation stating that only $8,500 of each BOCES staff member's salary can be aided with State money. This limitation, having not been changed since 1967, may be unrealistic due to current salary levels. In fact, it seems to be encouraging a frequent use of part-time teachers. In 1971-72, the latest year for which data was available, 20 percent of statewide BOCES staff were part-time teachers. However, the State Education Department could not provide data that would enable an accurate analysis of use of part-time staff.

3. A number of BOCES have retained substantial dollar surpluses rather than refund this money to component districts.

In 1963, State Comptroller Arthur Levitt ruled that a BOCES may not accumulate budget surpluses (19 Op. State Compt., 194, 1963). In audits conducted by the Department of Audit and Control, there is evidence that several BOCES have ignored this ruling. A recent audit of an upstate BOCES revealed that a $400,000 surplus had been accumulated in its general fund budget. Earlier audits of other BOCES indicated similar practices.

The fact that such large State aid surpluses can be accumulated by a BOCES apparently without the knowledge of component districts, to whom the aid is directed, is a further indication of BOCES lack of accountability.

4. Legislation regulating BOCES capital construction programs does not preclude alternative, and often more costly methods of financing or obtaining facilities.

Current law permits a BOCES to construct its own facilities only after a BOCES-wide referendum. Because the costs of such referenda are often very high (one BOCES estimates that the cost, not including promotional efforts, of holding a referendum would be in excess of $100,000), and because there is evidence

that it is becoming increasingly difficult to pass a bond issue, many BOCES are finding other methods of obtaining facilities for their programs. Although some of these methods are not actually illegal, they circumvent the original intent of the BOCES Law.

One BOCES recently arranged for a county to erect a building to its specifications on a county-owned parcel of land. The agreement included a ten year lease at which time purchase will be subject to voter referendum. After this agreement was reached, a court case ensued covering a number of issues, including the propriety of such a lease agreement. That case was later appealed and the decision of each court states that although a trial would be needed to establish proof of the claim, the agreement seemed to be outside of the intent of the law.

Regardless of the outcome of a future trial, this BOCES has obtained a facility designed and constructed specifically for its use without the mandate of its local citizens.

One BOCES has found another mechanism for overcoming the shortage of space for its programs. It has reached agreement with one school within its region to rent individual classrooms and, after a period of monthly rental fees, to use the space for only a nominal annual fee. Neither party is legally authorized to enter into such an agreement.

5. The Law and State policy establish a dual role for BOCES district superintendents resulting in a basic conflict of interest.

The Law requires that BOCES district superintendents be selected by BOCES board members with the approval of the Commissioner of Education. The intent of this Law is to ensure some degree of control by both component districts and the State Education Department. In his role as chief executive officer, he is responsible for BOCES operations and in his role as district superintendent, he functions as a representative of the Commissioner of Education.

This dual role often creates a conflict of interest. On the one hand he is responsible for ensuring that districts under his supervision provide educational programs in the most efficient manner possible. At

the same time, as chief executive officer, he is responsible for encouraging the use of BOCES services, regardless of their cost effectiveness or the alternatives.

In some BOCES, for example, the district superintendent supervises a majority of component districts. This could easily result in always having enough client districts to ensure a thriving BOCES operation.

State Education Department officials state that because of this dual role, the chief executive officer is in a unique position to provide liaison between local components of education and the State. However, another policy of the State Education Department encourages the reorganization of school districts to achieve statewide independent superintendencies. The two policies create an apparent conflict for the district superintendent and yet both are promulgated by the same division within the State Education Department.

6. Salaries of some BOCES district superintendents are inordinately high and not based upon objective criteria.

District superintendents are among the highest paid public officials in New York State. Table II shows the total 1973-74 salaries of 45 district superintendents (one position is currently vacant).

- Column one of the Table, "From SED" indicates the State salary of the superintendent role. It should be noted that each receives the same salary from the State Education Department regardless of the number of school districts he supervises.

- Column two indicates the amount paid by the BOCES. Because this amount is contained in the BOCES administrative budget, it requires approval only from the BOCES board members, although component districts bear the cost.

- Column three indicates, where applicable, county assessments of townships for the district superintendent's salary. The State Education Depart-

ment claims that it is discouraging this practice, but 14 superintendents still receive income from this source.

- Column four shows the total gross salary but does not include either expenses authorized by the Education Law of up to $2,200 annually or other benefits individually negotiated with a BOCES board such as an automobile.

As Table II indicates, 42 percent of the district superintendents' salaries exceed the current $35,116 salary paid to the assistant commissioners in the State Education Department to whom they report, and the salary of one district superintendent is higher than that of the Commissioner of the State Education Department. In fact, 33 percent of these district superintendents earn more than the U.S. Commissioner of Education, who is paid $36,000 per year.

TABLE II

1973-74 GROSS SALARY OF DISTRICT SUPERINTENDENTS

FROM SED	FROM BOCES	FROM TOWNSHIPS	TOTAL GROSS SALARY **
17,174	36,000	6,500	59,674
17,174	25,526	6,300	49,000
17,174	8,716	20,610	46,500
17,174	29,000	-0-	46,174
17,174	29,000	-0-	46,174
17,174	22,371	5,500	45,045
17,174	22,500	3,000	42,674
17,174	21,074	1,900*	40,148
17,174	19,450	2,400	39,024
17,174	21,826	-0-	39,000
17,174	19,199	2,025	38,398
17,174	17,000	4,200	38,374
17,174	20,900	-0-	38,074
17,174	20,326	-0-	37,500
17,174	18,000	2,200	37,374
17,174	8,000	12,000	37,174
17,174	18,250	-0-	35,424
17,174	18,000	-0-	35,174
17,174	18,000	-0-	35,174
17,174	15,000	2,800	34,974
17,174	13,312	4,200	34,686

* Will cease 12/31/73.

**Excludes expense allowance of up to $2,200 authorized by the Education Law as well as any benefits individually negotiated with the BOCES Board such as automobiles.

TABLE II

1973-74 GROSS SALARY OF DISTRICT SUPERINTENDENTS
(Continued)

FROM SED	FROM BOCES	FROM TOWNSHIPS	TOTAL GROSS SALARY
17,174	15,500	1,900	34,574
17,174	17,000	-0-	34,174
17,174	16,338	-0-	33,512
17,174	16,126	-0-	33,300
17,174	16,065	-0-	33,239
17,174	15,495	-0-	33,169
17,174	16,854	-0-	33,028
17,174	15,800	-0-	32,874
17,174	15,000	-0-	32,174
17,174	14,700	-0-	31,874
17,174	14,605	-0-	31,779
17,174	14,426	-0-	31,600
17,174	13,380	-0-	30,554
17,174	13,295	-0-	30,469
17,174	13,000	-0-	30,174
17,174	12,826	-0-	30,000
17,174	12,480	-0-	29,654
17,174	11,626	-0-	28,800
17,174	11,130	-0-	28,304
17,174	11,000	-0-	28,174
17,174	10,950	-0-	28,124
17,174	10,495	-0-	27,669
17,174	8,226	-0-	25,400
17,174	5,775	-0-	22,949

Source: Assistant Commissioner of School Services, New York State Department of Education.

More importantly, there is no apparent relationship between salary and workload. For example, in one BOCES the district superintendent is responsible for seven out of the eleven districts in his region or 64 percent. In another BOCES, the superintendent is responsible for only two districts of a total of seven in his region, or 29 percent. The varied degree of responsibility is reflected in other BOCES throughout the State, and yet each superintendent receives the same salary from the State Education Department for his supervisory role.

The figures in column two indicating amount of salary paid out of the BOCES budget vary considerably -- ranging from $36,000 to only $5,755. From all available evidence, these amounts do not relate to the degree of responsibility of the BOCES chief executive. Such objective criteria as the number of students enrolled and that of component districts participating are not applied to determine the appropriate salary to be paid from the BOCES budget.

One downstate BOCES superintendent is responsible for 15,000 students drawn from 56 school districts, and is paid $46,500 annually. The superintendent of the another downstate BOCES is paid $59,674 annually but is responsible for one-third as many students from about one-half the number of school districts.

In contrast, the Commissioner of the New York State Department of Mental Hygiene is responsible for over 100,000 patients and for 60,000 employees in 66 various institutions and treatment centers throughout the State and is paid $47,300.

Although not all superintendents receive excessively high salaries, there seems to be no apparent relationship between these salaries and either the number of students enrolled or the number of component school districts in each BOCES. No evidence was available to indicate that the State Education Department or BOCES boards attempted to apply any objective criteria in determining the salary level of the district superintendent.

BOCES PROGRAMS

By Law, a BOCES has almost unlimited flexibility in the programs and services it offers provided that a minimum of two component districts request a service and that approval is granted by the State Education Department.

Although the Law enumerates a number of acceptable programs such as occupational and special education, it does not limit in any way the nature or scope of the courses within these program areas. In addition to the specified program areas, the Law allows the Commissioner to approve any other services not enumerated in the Law.

The following findings deal with three major programs most commonly offered by BOCES. Within these service areas, there are many variations. These findings are presented in the following order:

- occupational education;
- special education; and
- administrative and management services.

OCCUPATIONAL EDUCATION

Although occupational education has been a part of the BOCES curriculum since 1948, it has experienced its most significant growth in the last decade. In fiscal year 1964-65, the total cost of BOCES occupational education programs was approximately $4 million. By 1972-73, total costs had increased to $51 million and enrollment totalled almost 50,000 students.

The growth in secondary occupational programs can be attributed to a variety of factors. In recent years, there has been a changing philosophy concerning education at all levels. Today entrance into college is not the only goal of a secondary curriculum. Increasingly, educators are becoming aware of the need to teach job skills. An added stimulus has been the passage of the Vocational Education Act of 1963 and later amendments in 1968. This Act has made Federal funds available for the development and capital expenditures necessary to expand occupational programs.

And finally, the growth can be attributed in part to the existence of a vehicle such as BOCES. Without BOCES, each high school would be compelled to either have no advanced occupational training for its students or to create such programs for a very small number of students. For example,

rather than create auto mechanics courses at 10 local high schools, it may be more efficient and economical to provide a comprehensive program at one center in the area, available to all high school students.

Overview of BOCES Occupational Programs

Each of the 46 BOCES in the State offers some form of occupational education. The nature and scope of each is in large measure determined by the student population, the local labor market needs, and the local emphasis upon the importance of occupational education. Exhibit 2 indicates the secondary enrollments in all BOCES occupational programs by course. What these figures do not indicate is that some courses are unique to an area. For example, Aeronautical Technology is a course taught only in one BOCES because of the local labor needs.

All courses which require licensing, such as Licensed Practical Nursing and Cosmetology are designed in accordance with the licensing requirements of the Departments of State and Education. Students in BOCES occupational programs attend half a day at BOCES, with the other half being devoted to academic requirements in the home school. Teaching hours required for licensing are often met, therefore, by having students attain additional instruc-

tion in a work-study program during the summer. This arrangement has the added benefit of giving students a realistic exposure to their chosen occupational fields.

According to the policies of the State Education Department, occupational education should be more than a process of training students in specific job skills. While the emphasis is necessarily on occupational training, also included should be development of proper work attitudes, orientation to the business world in general, guidance in selecting appropriate job opportunities, and help in developing the more intangible qualities needed for personal and occupational success.

In line with these policies, the State Education Department has developed guidelines for BOCES in the area of occupational education. Nevertheless, there exists a wide variety of programs.

1. Local educational philosophy determines the process of selection and enrollment of occupational education students.

According to the Law governing BOCES, any junior or senior in high school who requests a BOCES occupational course cannot be refused admittance. 2/ However, that request is initially voiced to teachers or guidance counselors in the home school so there is no guarantee that the student will be referred to a program.

In visits to several BOCES, administrators complained that some schools controlled the selection and enrollment of their students in BOCES occupational courses. For example, dissemination of information about the occupation program offered by one BOCES was limited to students considered "non-college" material. In another BOCES, a student requested information from his home school about a BOCES course and was told the course was over-enrolled when that was not true. And in other BOCES bright students have been discouraged from participation.

From these instances and others it is apparent that in some home schools, adequate provisions are not being made to ensure that students can make informed decisions about occupational opportunities.

2/ Two recent rulings issued by the Commissioner of Education stated that any person under twenty-one years may attend BOCES on a tuition-free basis even when not enrolled in a high school. (Ruling number 8695 and 8734.)

- School guidance counselors are often not well-informed about occupational opportunities and therefore render inadequate service; and

- BOCES vocational students often suffer from a negative image.

Although in recent years occupational education has become a more integral part of the secondary curriculum, there are still many school districts which emphasize the importance of enrolling as many students as possible in college. In such districts, guidance counselors often do not have the motivation or information to help pupils who choose to go into an occupational field right after high school. Too often, the image of the vocational student is that of a "loser". BOCES occupational programs then become a convenient dumping-ground for students who are disciplinary problems, poor learners, or under-achievers.

Notwithstanding those instances cited, the image of occupational education appears to be slowly improving. Table III indicates enrollment in BOCES Statewide occupational programs for fiscal years 1970-71, 1971-72 and 1972-73.

TABLE III

AGGREGATE BOCES OCCUPATIONAL EDUCATION ENROLLMENT

Fiscal Year	Enrollment
1970-71	36,333
1971-72	47,278
1972-73	50,554

2. Although the State Education Department and BOCES do develop plans for occupational education, the implementation process needs to be strengthened.

In response to a Regent's Position Paper published in 1971 and because of federal reporting requirements, the State Education Department has developed a number of guidelines for occupational education in BOCES.

a. Each BOCES is required to have a local occupational advisory committee.

Section 4601 of the Education Law requires that every BOCES have an advisory committee for each broad occupational area. These are usually composed of representatives of the New York State Employment Service, of local businesses and industry, of two-year or community colleges, and other sources where appropriate.

These committees are intended to ensure that courses will be relevant to the local labor market. In fact, no course is supposed to be established or continued unless an employment need can be demonstrated. In addition, because these committees are composed of local businessmen and labor leaders, the BOCES courses can even be modified to fulfill specific training needs indicated by these employers.

b. Annual plans for occupational education must be developed by region as well as by the State.

Each year, the 19 planning regions 3/ in the State are required to compile a regional plan for occupational education which will coincide with the goals of a five-year plan also prepared by the planning regions. The regional planning committees are a consortium of BOCES in the area, any community colleges, and representatives of large cities having their own vocational programs. For example, region #19 is composed of representatives from BOCES 1 and 2 in Erie County, the City of Buffalo, and the Erie Community College.

3/ These regions are now being consolidated into 13 planning regions, but the transition has not been completed as of this date.

The regional plan presents demographic data, economic and manpower trends, and estimated enrollments in occupational education. Based upon these data, goals are outlined with corresponding objectives, suggested activities, persons responsible, estimated costs, and criteria for successful completion.

In addition to the required local advisory committees and the annual regional plan, the State Education Department prepares an annual New York State Plan for Occupational Education. This report contains an administrative section, and various analyses such as:

- New York State's population related to occupational education needs;

- economic trends and manpower needs of the State and of the planning regions;

- availability and extent of occupational education; and

- occupational education needs, objectives, activities, costs and benefits.

These analyses are used by the Division of Occupational Education to project needs and costs of all the occupational education programs under its jurisdiction. However, because of this Division's broad responsibilities for delivery of occupational education, these analyses are general and do not provide specific data by BOCES.

The State Education Department also issues an Annual Report on Occupational Education, which matches achievements to stated objectives in the State Plan.

Although the effort is being made on the local, regional and State level to ensure some degree of effectiveness, these plans cannot always be fully implemented. For example, State and local officials have pointed out that often BOCES graduates who go on to a community college for further occupational training are forced to repeat some material because of uncoordinated curricula between the two institutions.

3. Each BOCES occupational course must be approved by the State Education Department on an annual basis. However, this approval process needs strengthening.

In the middle of each school year, every BOCES is required to prepare a Request for Program Approval for all courses to be offered in the following year. The program offerings are based upon component district requests and estimates of enrollment for the following year.

By law, these program requests must be sent to the State Education Department by February 15 and in turn must be approved by the Department no later than March 15.

The School District Organization Office, which is staffed with four people, must review each course request from all of the 46 BOCES. In each case, the course offering must also be approved for curriculum content by the unit in the Education Department responsible for that functional area.

The criteria used by the State Education Department are general. The need for occupational courses must be demonstrated in the Regional Occupational Plan and must coincide with the objectives of the State Occupational

Plan. The cost of the course is checked against total estimated Federal and State expenditures for the upcoming fiscal year. And finally, the specifics of the course are reviewed in a cursory manner to ensure that adequate space will be available, a certified teacher will be used, that equipment will be suitable and that accepted educational standards will be met.

However, in reviewing this process it became apparent that:

- Adequate resources are not assigned to review these plans;

- the law does not allow sufficient time for adequate review; and

- the guidelines used by the State Education Department to review program requests are not sufficiently specific.

Not only are four people -- with the help of other functional units -- given one month to approve a multitude of course requests from 46 BOCES, but the approvals are based upon very general program requests. These requests are entered on forms designed by the State

Education Department (see Exhibit 3 for a sample request form), and do not require the specific information necessary for stringent review.

Although the State Education Department does provide more guidance in the area of occupational education than in other areas of BOCES administration and programs, there is need for more definitive guidelines and for improving the review process.

The area of occupational education where this is most obvious is that of measuring cost effectiveness.

4. Adequate cost data on occupational education programs do not exist.

Critics of BOCES have claimed that students could be equally well-trained for an occupation by a private school at a lower cost. Moreover, many have also complained that because component districts receive additional State aid, they do not care if costs are excessive.

In almost every BOCES, there is a flat tuition rate charged for each student in an occupational course. Although it is generally accepted that the actual cost

for a course such as cosmetology is lower than that for a welding or sheet metal course, these differences are not reflected, nor can they be cited by BOCES or the State Education Department.

In interviews with the State Education Department and with BOCES administrators, it was stated that to charge a different tuition for each course would create a bookkeeping problem. Those BOCES visited did not even know what actual costs were for each course.

The following tables indicate available data in aggregate form:

- BOCES occupational education expenditures -- not by course and not indicating actual cost (Table IV);

- Statewide BOCES placement figures (Table V);

- Federal Vocational Education Act monies to BOCES by purpose (Table VI); and

- Statewide BOCES enrollment -- not by BOCES but by course title (Exhibit 2 in the Appendix).

OCCUPATIONAL EDUCATION GROSS EXPENDITURES BY BOCES
IN THOUSANDS

BOCES	1969-70	1970-71	1971-72	BOCES	1969-70	1970-71	1971-72
Albany	$ 889	$1,420	$1,548	Monroe II	$ 524	$ 718	$ 798
Allegany	359	358	414	Nassau	6,651	5,682	6,555
Broome	414	449	549	Oneida I	504	567	604
Cattaraugus	339	392	478	Oneida II	142	160	160
Cayuga	552	614	533	Onondaga	271	482	773
Chautauqua	434	763	575	Ontario	642	721	627
Clinton	236	292	600	Orange	613	1,089	1,109
Cortland	286	375	390	Orleans	496	782	621
Delaware	367	434	547	Oswego	268	608	700
Dutchess	474	528	743	Putnam	1,016	1,197	1,413
Erie I	1,359	1,656	2,270	Rensselaer	503	602	644
Erie II	365	467	621	Rockland	855	972	1,184
Franklin	327	491	318	St. Lawrence	527	762	791
Genesee	277	333	465	Saratoga	408	442	544
Greene I	65	73	95	Schuyler	899	962	1,017
Greene II	387	504	472	Steuben	695	695	775
Hamilton	247	302	299	Suffolk I	213	239	278
Herkimer	322	377	431	Suffolk II	905	1,150	1,687
Jefferson	479	624	519	Suffolk III	1,457	1,652	2,038
Lewis	353	476	391	Sullivan	184	269	250
Livingston	304	746	498	Tompkins	378	452	492
Madison	330	413	551	Ulster	546	618	675
Monroe I	639	302	961	Washington	494	483	641
				Westchester II	728	761	1,000

TABLE IV

Based upon data provided by New York State Education Department.

TABLE V

SECONDARY OCCUPATIONAL EDUCATION FOLLOWUP
ALL BOCES COMBINED

Status	1971-72 (June 1971 Graduates)	1972-73 (June 1972 Graduates)
Total Completions	11,873	21,034
Number who have been available for placement	7,467	12,523
Employed full-time in field trained or related field	4,206	6,968
Employed full-time in unrelated field	1,877	3,472
Employed part-time	349	752
Unemployed	1,035	1,331
Number not available for placement	3,213*	4,302
Number continuing education at higher level:	1,998*	1,583
Occupational Post-Secondary	1,427	1,267
Other Post-Secondary	571	316
Other**		2,719
Status Unknown	1,193	4,209

NOTE: No followup data are available for the 1970-71 school year. The Occupational Education Data Subsystem was implemented for the first time in Fall of 1970.

*The category "not available for placement" should include both persons continuing education at a higher level and persons who are not entering the labor force for a variety of reasons such as military service and marriage.

Evidently, instructions for this category for the 1971-72 reporting year were misunderstood by personnel in a number of agencies, which apparently resulted in erroneous reporting.

Forms and instructions for 1972-73 were adjusted to secure better data.

**Category added in 1972.

Based upon data provided by Division of Occupational Education State Education Department.

TABLE VI

VOCATIONAL EDUCATION ACT
ALLOCATIONS TO BOCES BY PURPOSE
FOR FISCAL YEARS 1971-73

	FUNDING BY PURPOSE	FY 1973	FY 1972	FY 1971
1.	Secondary	$1,325,645	$ 753,694	$1,253,405
3.	Adult	2,170,243	1,553,093	670,670
4a.	Disadvantaged	386,327	421,709	604,905
4b.	Handicapped	438,145	80,929	503,239
5.	Construction	2,879,150	3,044,123	5,158,187
6.	Guidance and Counseling	180,688	174,008	17,332
8.	Ancillary Services			
	c. Teacher Training	30,145	2,749	246,746
	d. Research & Demonstration Projects	1,333,519	-	1,900
	e. Curriculum Development	171,655	-	-
Part C	Research	3,000	45,013	21,717
Part D	Exemplary Programs	-	-	-
Part F	Consumer and Homemaking	276,693	169,790	16,033
Part G	Cooperative Programs	185,375	174,578	118,604
Part H	Work Study	48,800	90,765	-
102b	Disadvantaged	67,495	458,422	96,437

NOTE: It is the policy of the State Education Department, which has the responsibility of allocating VEA funds, to spend the money where it will have the greatest impact. The decision was made to allocate federal monies to new programs to finance equipment costs, curriculum development and often the first year's cost of hiring a teacher.

These funds are gradually diminished so that at the end of three years, local and State money is used to pay for the entire occupational program.

Based upon data provided by Division of Occupational Education State Education Department.

This data, the best the State Education Department can provide, is not specific enough to compare the actual cost to that of a similar course in either another BOCES, a community college, or a proprietary school.

5. Because of the lack of cost data, BOCES expenditures cannot be related to measures of effectiveness.

There are two basic problems related to measuring the cost effectiveness of BOCES occupational education programs. The first is the intangible benefits which cannot be factored into an analysis accurately. For example, many of the BOCES students may well have dropped-out of high school had such an occupational opportunity not been available.

On the other hand, the real test of effectiveness of an occupational education program are such measures as job related placement, salaries that are commensurate with skill level, and potential for advancement.

It is claimed that at present, such analysis is not possible on a major scale. As can be seen from Table V, placement figures are the only data collected by the State Education Department to measure effectiveness.

Certain BOCES have done follow-up studies of their own graduates to ascertain how many students were placed in related jobs, what the average salary of the graduate was, and other occupational measures of success. Such studies have only been conducted by local initiative. Other BOCES point to such examples of program effectiveness as classified advertisements seeking BOCES graduates for employment. However, neither a BOCES nor the State Education Department is in a position to clearly justify any occupational course in terms of cost related to concrete measures of success.

SPECIAL EDUCATION

Effective education of the physically and mentally handicapped is one of the most pressing and complex problems facing educators today. Evidence of that complexity is the variety of programs that exist designed to serve the needs of handicapped children. A study of any one program, such as that offered by BOCES, must consider the broader perspective of all handicapped children.

In recent years, the need for reform of special education has become increasingly apparent. And yet, there has been a reluctance to implement such reform based upon the inadequate documentation of the special education programs that do exist. Concurrent with this study, a number of other surveys are being conducted which concentrate on various facets of handicapped education.

Because of the lack of raw data concerning total handicapped population, cost of varying educational programs, and the appropriate measures of effectiveness, this section is limited in scope to findings related to BOCES special education programs.

Statement of the Problem

Section 4404 of the Education Law requires that local school districts provide educational services to handicapped children either through home instruction, special transportation to school, or through special classes where ten or more children can be grouped homogenously. If necessary, school districts may also contract with private facilities.

Since about 1964, at an increasing rate school districts have requested BOCES to provide education for the handicapped. Many districts have more than ten handicapped children, but the nature of the handicap differs as does the chronological age, making homogenous grouping difficult. Moreover, local districts do not always have adequate facilities for the severely and multi-handicapped and many districts do not have teaching staffs properly trained to educate special children.

Equally important is the fact that providing effective services to handicapped youngsters is very expensive. It is generally accepted that it costs at least twice as much to educate a special child as it does a non-handicapped pupil. Notwithstanding this, the State

aid formula provides no additional money for handicapped children educated in their home schools. Because of their lack of adequate resources, component districts are often understandably reluctant to try to provide special education themselves.

The two most viable alternatives for districts are either to send the handicapped children to a local BOCES special education program or to a private school for the handicapped. Not only are facilities and staffs more suited to achieve effective education but both alternatives provide the additional State aid so necessary to component districts. However, the degree to which they use either of these alternatives is in large measure determined by tne district's philosophy of special education.

1. <u>There is little, if any, uniformity in BOCES programs for the handicapped</u>.

Within the group known as "handicapped," there are many different types of disabilities. The State Education Department does have general guidelines related to the mandated size of special education classes and to acceptable definitions of some handicapping conditions. (See Exhibit 4.)

Despite these general guidelines, there is no standard special education program suggested by the State Education Department. Each BOCES has the prerogative to define the parameters of its own program.

For those children with less severe handicaps, many districts feel that it is important to integrate them within the home school environment. Therefore, even within one area, some schools send all handicapped children to BOCES and others only the most severely handicapped. Of five BOCES visited, each had a different clientele. These differences reflect the wide variance of philosophy among BOCES and school districts concerning special education programs.

2. Because of the variance in BOCES special education programs, costs vary considerably and cannot be analyzed accurately.

The cost of educating handicapped children in a BOCES program is usually reflected by a flat tuition rate, regardless of the type of handicapping condition. It is known that generally it costs less to educate an Educable Mentally Retarded child than a cerebral palsied

child. Therefore BOCES serving only the severely handicapped will usually have tuition rates higher than those serving all types of handicapped youngsters.

The State Education Department has provided gross expenditures for special education by BOCES for fiscal years 1969-70, 1970-71 and 1971-72; see Table VII. However, no corresponding analysis of these figures was provided to relate gross expenditures to:

- number of pupils served;
- nature of handicaps included;
- number of staff members; and
- number of facilities used.

- SPECIAL EDUCATION GROSS EXPENDITURES BY BOCES -
IN THOUSANDS

BOCES	1969-70	1970-71	1971-72
Albany	$1,439	$1,113	$1,157
Allegany	206	196	218
Broome	362	496	626
Cattaraugus	217	266	360
Cayuga	238	257	328
Chautauqua	363	429	556
Clinton	29	55	103
Cortland	312	434	393
Delaware	130	223	390
Dutchess	932	1,159	1,556
Erie I	2,606	2,821	3,096
Erie II	478	604	701
Franklin	135	197	229
Genesee	228	336	489
Greene I	40	54	82
Greene II	127	201	356
Hamilton	215	221	254
Herkimer	334	424	501
Jefferson*	98	102	151
Lewis	96	125	155
Livingston	113	178	388
Madison	76	129	120
Monroe I	1,418	2,031	2,519
Monroe II	$ 481	$ 593	$ 841
Nassau	7,772	11,441	12,874
Oneida I	294	349	404
Oneida II	79	97	95
Onondaga	598	765	836
Ontario	275	419	680
Orange	226	344	485
Orleans	386	573	805
Oswego	98	209	329
Putnam	2,534	2,909	3,320
Rensselaer - Columbia*	230	369	449
Rockland	1,042	1,403	1,807
St. Lawrence	------	3	100
Saratoga	252	336	410
Schuyler	214	368	382
Steuben	52	100	131
Suffolk I	347	469	568
Suffolk II	1,741	2,181	2,651
Suffolk III	365	2,102	2,353
Sullivan	38	259	333
Tompkins	134	609	607
Ulster	151	312	392
Washington	102	409	471
Westchester II	418	2,455	2,488

*Before July, 1973, Lewis & Jefferson - BOCES were 2 separate boards.

*Before 1970, Columbia and Rensselaer - BOCES were 2 separate boards, but in 1969, Columbia had no special education program.

SOURCE: State Education Department

TABLE VII

However, in 1971, the Nassau County BOCES prepared a statistical report on Statewide BOCES special education. Table VIII reflects tuition costs by BOCES for school year 1970-71. These tuition costs are related to number of students in each program and ratio of students to professionals to enable ranking of each BOCES program.

This analysis was initiated by a local BOCES and, to our knowledge, no such study has been conducted since by the State Education Department.

3. No measures of effectiveness exist to apply to BOCES special education programs.

Critics have stated that in some BOCES programs, tuition costs are excessively high. It is apparent, however, that educating a handicapped child is inherently more costly due to the need for special equipment, teachers, and transportation as well as supportive services such as psychologists, psychiatrists and ancillary health services. Moreover, where cost data are available, it is difficult to compare those costs to any other type of educational services or to relate them to effectiveness.

TABLE VIII

AMOUNT OF TUITION AND RELATED COMPONENTS

- Table V ranks the BOCES by the amount of full-day tuition paid annually by the component districts.
- The range of full-day tuition extends from $850 to $4125, with an approximate median of $1694 and a mean of $1909.

Rank	Selected Percentiles**	BOCES	Cost of Full-Day Tuition	Total No. of Enrolled Students	Ratio of Students to Professionals	RANK
1		Nassau	4125	3124	5.52	44
2		Westchester 1 (Westchester-Putnam)	3700	924	7.28	41
3		Westchester 2 (Port Chester)	3600	727	10.69	21
4		Suffolk 3	3300	804	5.40	45
5		Suffolk 1	2850	194	7.19	42
6		Suffolk 2	2850***	696	6.96	43
7		Monroe 1	2780	802	8.91	39
8		Rockland	2737	548	7.72	40
9		Oneida 1-Madison-Herkimer	2349***	212	9.64	31
10		Rensselaer	2300***	152	9.50	34
11	75th Percentile	Ulster	2177***	146***	9.13	38
12		Monroe 2	2175***	323	9.79	30
13		Orange-Ulster	2100	174***	10.88	18
14		Erie 1	2063	1352	10.73	20
15		Orleans-Niagara	2000***	330	11.00	16
16		Broome-Delaware-Tioga	1817***	326	10.19	26
17		Albany-Schoharie-Schenectady	1804***	381	10.58	22
18		Jefferson 2	1800	135	27.00	2
18		Erie-Cattaraugus	1800***	355	10.14	27
20		Cattaraugus-Erie-Wyoming	1780	178	10.47	23
21		Livingston-Steuben-Wyoming	1750	119	9.15	37
22	50th Percentile	Ontario-Seneca-Yates	1700	552	46.00	1
23		Onondaga	1687	275	5.19	46
24		Clinton-Essex	1660	93	9.30	35
25		Sullivan	1650	152	11.69	14
26		Dutchess	1625***	693	9.24	36
27		Chautauqua	1582***	301	10.38	24
28		Schuyler-Chemung-Tioga	1560	377	15.08	7
29		Oswego	1500***	172	10.12	28
30		Cortland-Madison	1481	277	9.55	33
31		Tompkins-Seneca-Tioga	1450	354	9.57	32
31		Saratoga-Warren	1450	219	10.95	17
33	25th Percentile	Hamilton-Fulton-Montgomery	1325***	249	10.83	19
34		Delaware-Chenango-Otsego	1300***	194	12.93	10
35		Steuben	1290	248	19.08	3
36		St. Lawrence 1	1250***	50	*	*
36		Cayuga	1250	204	10.20	25
38		Franklin-Essex	1230	231	15.40	5
39		Columbia	1115***	155	15.50	4
40		Greene 1	1108***	50	12.50	11
41		Greene 2-Delaware-Otsego-Schoharie	1100	201	13.40	9
41		Allegany	1100	217	14.47	8
43		Madison-Oneida	850	77	15.40	5
		Washington-Warren-Hamilton	*	350	12.50	11
		Lewis	*	118	11.80	15
		Herkimer-Hamilton-Fulton-Otsego	*	354	12.21	13
		Genesee-Wyoming	*	266	9.85	29
			N=43	N=47	N=46	

*Data not reported.

**Percentiles computed on basis of reported data only (non-asterisk items).

***Mean tuition of separate programs such as Trainable Mentally Retarded, Educable Mentally Retarded, and Learning Disabled.

Source: Nassau County BOCES

At present, there exist no adequate measures of effectiveness for BOCES special education programs, although most BOCES special education programs have stated goals and objectives for each class.

Moreover, the regulations of the Commissioner of Education do require that local school districts have a committee on the handicapped whose responsibilities range from ensuring proper identification and diagnosis of a handicapped child to reviewing the status and progress of such children already in a special program. However, the criteria used by these committees to measure the success of each child are largely subjective.

In summary, there are no adequate measures of effectiveness for BOCES special education programs.

4. Responsibility for educating handicapped children is shared by a number of agencies resulting in uncoordinated delivery of services.

In 1969-70, there were 283,000 children served in programs for the education of the handicapped. However, in that year an additional 42,000 children were served in educational programs offered by other State agencies

including the Departments of Mental Hygiene, Health, Correction, Social Services, Division for Youth and the State University of New York. 4/

As mentioned above, the local school district is required by law to provide educational opportunities for the handicapped. The fact that so many different resources exist in various levels of government has led to a situation where no one authority or advocate exists for the child.

For example, a local BOCES has recently implemented a program whereby eligible children from a neighboring Mental Hygiene institution can use BOCES facilities and programs. Because of the lack of coordination and planning, however, no formal means exist to finance the arrangement. In fact, the entire arrangement cannot be formally reported because the Commissioner of Education does not have legal authority over all handicapped children.

As pointed out in the preceding pages, the lack of data and guidelines for BOCES special education does not permit this Office to recommend any major changes

4/ Based upon data in a State Program Analysis Review report published in March, 1971.

in this area. The recommendations in this report call attention to specific deficiencies and suggest methods to alleviate them.

While this report was being put in final form, the Regents of the University of the State of New York issued a position paper entitled The Education of Children with Handicapping Conditions, which contains several major proposals. This position paper which raises issues much broader than the scope of this initial study of BOCES, suggests recommendations that include:

- a statewide plan be prepared for special education to include all responsibilities and objectives for education of handicapped children;

- the financing of special education be changed; and

- the Commissioner of Education should serve as the advocate for handicapped children.

ADMINISTRATIVE AND MANAGEMENT SERVICES

Many BOCES are currently offering a wide range of administrative and management services. These include consultant, employee relations, in-service training, and planning services; audio-visual equipment repair; data processing; library book processing; cooperative purchasing; interscholastic athletic scheduling; and the maintenance of film libraries.

1. The cost effectiveness of administrative and management services which are or could be provided by BOCES has not been adequately evaluated.

There appears to be an intuitive feeling among both BOCES and local school administrators that it is economical to regionalize most administrative and management services. Currently BOCES provide data processing services, maintain film libraries, loan audio-visual equipment, and offer library cataloguing services. There is little indication that alternative approaches to providing these services have been explored, or that BOCES is, in fact, providing these services in the most efficient manner.

Many component school district administrators interviewed mentioned a need for services such as group purchasing of insurance and bonding, regional transporta-

tion, and management assistance in budgeting techniques and analysis. However, few districts are currently receiving this type of service from BOCES. There is no coordinated effort being made by the State Education Department to evaluate potential costs and benefits of regionalizing these services.

2. The State Education Department, while promoting a policy of BOCES regional data processing services, is providing limited evaluation, coordination and control of the development of these services.

Following a recommendation by a private consulting firm which it retained, the State Education Department is developing and beginning to implement a regional BOCES data processing network. Prior to this policy, a number of BOCES and component school districts had already developed their own data processing centers. Others were purchasing EDP services from private firms.

The regional network will consist of thirteen BOCES which will provide data processing services for all other BOCES and their component school districts. Table IX, prepared by the State Education Department, identifies

the BOCES computer centers and those BOCES which contract for services with each center. By law, a BOCES may contract with another BOCES. The complexity of the contracting arrangements shown on Table IX may be due to the transitional phase during which the regional centers are being implemented.

Although most of the thirteen BOCES chosen to be regional centers had their own hardware, these configurations have required either significant upgrading or change in order to service the BOCES within their regions. It is planned that all regional centers will eventually operate IBM computer configurations.

Each regional BOCES center will have three major data processing applications for component school districts:

- Personnel Subsystem
- Student Subsystem
- Financial Subsystem

BOCES Electronic Data Processing Centers

BOCES presently providing EDP services to their own component districts are indicated in Column 1. Those BOCES being served by other BOCES EDP centers are indicated in Column 2. The third column indicates the provider of service for the BOCES listed in Column 2.

Serve Themselves	Served by Others	Source
*Albany-Schenectady-Schoharie		
	Allegany	Erie #1
*Broome-Delaware-Tioga		
	Cattaraugus-Erie-Wyoming	Erie #1
	Cayuga	Onondaga-Madison
	Chautauqua	Erie #1
*Clinton-Essex	also	Madison-Oneida (scheduling)
	Cortland-Madison	Onondaga-Madison
	Delaware-Chenango	Broome-Delaware-Tioga
	Dutchess	Ulster

*Indicates designation as NYSEIS Regional Center or Associate Center

TABLE IX

Serve Themselves	Served by Others	Source
*Erie #1		
	Erie #2-Cattaraugus	.Erie #1
	Franklin-Essex.	.Clinton-Essex-Hamilton
	Genesee-Wyoming	.Erie #1 Ontario-Seneca-Yates
	Greene #1	.Albany-Schenectady-Schoharie
	Greene #2	.Broome-Delaware
	Hamilton-Fulton	.Albany-Schenectady Saratoga-Warren
	Herkimer-Ham-Ful-Otsego . .	.Madison-Oneida
*Lewis-Jefferson. . . . . also		.Madison-Oneida (scheduling)
	Livingston-Steuben-Wyoming.	.Erie #1 Ontario-Seneca-Yates
*Madison-Oneida		
Monroe #1		
Monroe #2-Orleans. . . . . also		.Erie #1 (census, payroll)
*Nassau		
	Oneida-Madison-Herk #1. . .	.Madison-Oneida
	Oneida-Hamilton-Herk #2 . .	.Madison-Oneida
*Onondaga-Madison		
*Ontario-Seneca-Yates		
Orange-Ulster		
	Orleans-Niagara	.Erie #1

TABLE IX
(Continued)

*Indicates designation as NYSEIS Regional Center or Associate Center

TABLE IX
(Continued)

Serve Themselves	Served by Others	Source
Orange-Ulster (con't)	Oswego	Onondaga-Madison
	Putnam-Westchester	Westchester #2
	Rensselaer-Columbia	Albany-Schenectady-Schoharie
Rockland		
	St. Lawrence	Lewis-Jefferson
Saratoga-Warren	also	Albany-Schenectady
*Schuyler-Chemung-Tioga		
	Steuben-Allegany	Schuyler-Chemung-Tioga
	Suffolk #1	Suffolk #2
*Suffolk #2		
	Suffolk #3	Suffolk #2
	Sullivan	Ulster
	Tompkins-Seneca-Tioga	Onondaga-Madison
*Ulster		
	Warren-Washington-Hamilton-Essex	Saratoga-Warren

*Indicates designation as NYSEIS Regional Center or Associate Center

Based upon data provided by the State Education Department.

These subsystems are being developed by skill teams of BOCES data processing personnel and not by the State Education Department. According to the State Education Department, when these subsystems are fully implemented in all 13 BOCES centers, all data from local school districts being served will be compatible. Development of these subsystems is based upon the assumption that local school districts have very similar output needs.

a. Adequate cost data to support the policy of regional EDP centers is not available.

In implementing the regional policy, a major expenditure for each center will be the acquisition of new or upgraded equipment. However, the State Education Department stated it cannot provide the projected total expenditure for hardware because it is unable to separate equipment needed for regional services from additional equipment needed for computer instruction, computer based resource units, computer achievement monitoring, and special projects. Table X indicates cost data for three BOCES centers currently operating with IBM 370 series equipment.

TABLE X

EXPENDITURES FOR HARDWARE PURCHASED TO IMPLEMENT REGIONAL POLICY - 3 BOCES CENTERS

370/125 Configuration

Hardware	
a. 3125 PCU - (370/125) w/128K	$5,815/mo.
b. 5213 console printer	160/mo.
c. 3504 card reader	527/mo.
d. 3524 card punch	730/mo.
e. 1403 printer	600/mo.
f. 3333 disk drives (2)	1,385/mo.
g. 3411 tape drive	676/mo.
h. 3410 tape drive	323/mo.
	$10,216
Software	
5736 cobol compiler	75.00/mo.
5743 DOS Sort	40.00/mo.
	$10,331

370/135 Configuration

Hardware	
a. 3135 CPU with 128K storage	$ 8,635
b. 3046 power unit	324
c. 3215 console printer	200
d. 2540 card reader/punch	710
e. 1403 printer	600
f. 3410 type drive and integrated controller	686
g. 3411 tape drives(2)	598
h. 2319 disk drives (3)	1,000
Software	
ANS cobol	$ 75
Socrates	$ 175
	$13,003

370/145 Configuration

Hardware	
a. 3145 CPN with 160K storage	$13,987
b. 3215 console	200
c. 2821 control for reader punch and printer	1,060
d. 2540 reader/punch	710
e. 1403 printer	885
f. 2319-A three disk modules	1,000
g. 3420 four tapes and their controller	2,610
Software	
DBOMP (Date Base Operations Management Program)	$ 100
	$20,552

Using these figures, it is possible to derive an estimate of the average monthly cost of $14,629 to operate the IBM 370 series in each of the 13 regional centers. This estimate indicates that the yearly cost of hardware and software alone may be $200,000 for each center or almost $2.5 million for all 13 centers. No cost data is available to enable an estimate of total operating costs, which would include personal service, cost of facilities, and fringe benefits.

BOCES computer centers charge local school districts for data processing services based upon a unit cost for each service. (A list of BOCES EDP service costs is found in Exhibit S.) The State Education Department provided no data comparing the cost of private firms with BOCES service costs.

However, the State Education Department has not determined the over-all economy of regional EDP services. The Department did request certain essential information of the regional center planning teams, but it should be noted that the request was made long after the policy decision was reached and the Department has not yet analyzed the data, if it has been received.

b. When the regional data processing centers are fully implemented, the State Education Department will not approve BOCES aid to school districts which use computer services in competition with those services provided by BOCES.

The original concept of BOCES was to provide only those services requested by component districts, which they could not provide individually. Through the development of regional data processing centers and standard applications, the State Education Department is restricting component districts' ability to request specific, desired services. A significant number of districts claim that they should be allowed to obtain their services from any source without loss of the more advantageous BOCES aid. This is especially true in areas where the BOCES data processing centers are still in the process of developing systems and cannot provide the type or quality of service that the district has been receiving from the private sector.

The large investments required to implement the BOCES EDP regional centers are being made based upon the assumption that school districts will buy BOCES EDP services rather than forego State aid.

In interviews, however, several school administrators expressed fears that even when implemented the regional BOCES center will be unable to meet their unique data needs. Administrators in three large school districts within one regional center have stated that they will forego State aid rather than downgrade the quality of their various programs. Another reports that his school's method of scheduling students must be changed to accommodate the standard data input required by the regional center.

Prior to full implementation, several school districts have been permitted to purchase data processing services from private firms and still receive BOCES aid. However, the State Education Department is attempting to curtail this practice.

In another case, a BOCES which will not serve as a regional EDP center has been permitted to acquire more sophisticated hardware even though it will have access to its regional center. Education Department officials claim that short of coercion, they are powerless to change this situation. However, this BOCES reflects the feelings of other BOCES and of many school districts which have not been satisfied with the quality of service of these rapidly growing regional centers.

According to the State Education Department, when the BOCES EDP regional centers are fully implemented, only those services purchased from these centers will be BOCES aided.

c. Implementation of the regional policy is a local responsibility with limited support being provided by the State Education Department.

The State Education Department has directed three BOCES to use their own resources to design the subsystems at the local level. Moreover, the regional center management has had to undertake the major role in implementing these systems, with little visible support from the State Education Department.

Although the State Education Department has directed a substantial investment in developing the EDP program, it has been reticent to support specific attempts by the regions to implement these programs. For example, one component school district recently requested permission to continue using a private data processing firm for scheduling students. The outcome of this problem has Statewide implications; it has been left to the BOCES district superintendent to resolve.

In addition, the State Education Department has encouraged the formation of EDP advisory committees which are composed of school district and BOCES data processing administrators. Considering the number of complaints from component districts about the quality and cost of BOCES EDP services, it is unlikely that these committees are effectively conveying component districts' concerns.

The key to success of the regional EDP centers will be the ability to provide quality as well as cost-effective service to their users. From all available evidence, the State Education Department has neither demonstrated the feasibility of such service nor taken an active role in assuring that the system will be:

- competitive with private firms;

- capable of providing desired output from the standpoint of the users; and

- cost effective for the users.

STATE EDUCATION DEPARTMENT ROLE

The 46 Boards of Cooperative Educational Services currently include all but 17 school districts in the State that are eligible to participate. In addition, the 5 largest urban school systems are statutorily denied membership. The BOCES are closely linked administratively and operationally to the State Education Department and are, in fact, being used more and more as the primary educational link between the State and local school districts. The policies of the Department as well as the State aid formulae are geared to encourage the growth of BOCES as the regional arm of the Department.

1. The State Education Department sees a role for BOCES far broader than the intent of the legislation.

The Assistant Commissioner for School Services, stated in a speech, "...[BOCES] also acts as the regional agency of the Department and effects the active marriage of State purposes to area aspirations." 5/ An even stronger statement of BOCES role was made by the Commissioner of Education, "...I see the Boards of Cooperative Educational Services as the prime instrumentality

5/ Keynote Address, March 28, 1971. Fifteenth Annual Statewide BOCES meeting of the New York State School Boards Association.

for accomplishing much of what we have in mind for the improvement of education in the next decade." 6/ This is a lofty objective for the BOCES whose legislative mandate remains relatively unchanged since its inception in 1948 as a temporary unit.

The objective of promoting BOCES growth to allow it to become a regional arm of the Department will require changes in its original mission and legislative authorization.

2. Within the Education Department there is fragmentation of responsibility for BOCES.

There are more than 45 units within the Department with some degree of responsibility for BOCES operations (see Exhibit 6). This does not include the Office of the Commissioner, which has broad powers over the selection of the district superintendent, the original creation of each BOCES, and their consolidation.

The Assistant Commissioner of the Office of School Services is directly responsible for the activities of the district superintendents. His Bureau of School District Organization is the unit through which all BOCES

6/ Quoted in: The Report of BOCES Activities in Nassau County through the 1969-70 school year.

program requests are funneled. In addition, the Assistant Commissioner for School Services is also directly responsible for the BOCES special education program. His area of BOCES responsibility includes a mix of administrative and program activities.

A second Assistant Commissioner is responsible for BOCES occupational education programs. In addition, his responsibility for occupational education extends beyond BOCES programs, in that he is concerned with vocational programs offered by private schools, local educational agencies, as well as those within the five major cities ineligible to join BOCES.

The Associate Commissioner of the Office of Educational Finance and Management Services has responsibility for the State aid program as it applies to BOCES. Additionally, other educational management services to BOCES, such as the development and implementation of regional data processing centers to be run by BOCES, are under his control.

In addition, there are a number of other assistant commissioners within the Department whose functions relate

to BOCES, such as the Assistant Commissioner of Elementary, Secondary, and Continuing Education Planning, and the Assistant Commissioner of Higher Education.

This fragmentation of responsibility for BOCES programs -- all of which have some relationship with the other -- make coordination and evaluation extremely difficult.

3. The Division of the Budget and the Legislature do not receive program and fiscal data needed to support authorization of BOCES State aid.

The growth in BOCES programs has accounted for an increase in State aid from $116,000 in fiscal year 1949-50 to $96 million in fiscal year 1971-72. The Legislature and the Division of the Budget have been forced to consider these increased appropriations without adequate program justification.

For example, the State Education Department has authorized the development of a costly BOCES regional data processing network. Neither the Division of the

Budget nor the Legislature was provided data to justify this authorization, despite a substantial commitment of State funds. This is ironic when considering that the State Education Department is expected to justify even minor expenditures for its own State programs to the Division of the Budget and to the Legislature.

4. There is inadequate review of BOCES program requests.

As pointed out earlier, the process for approving BOCES programs is weak.

- The law allows only one month for review and approval of program requests;

- The State Education Department has not allocated adequate resources to review these programs within the time constraints; and

- The Bureau of School District Organization serves as the funnel to all functional units within the Department for the review of BOCES program requests. The review process as currently constituted does not permit adequate analysis of the relationship of one program to another.

5. <u>There is a lack of overall planning and uniform guidelines affecting BOCES programs</u>.

The Division of Occupational Education has developed an elaborate system for planning objectives and implementation methods for vocational training in BOCES. There is no evidence that other units in the State Education Department responsible for BOCES programs have developed concurrent plans.

In addition there are at least two automated systems being developed which will provide information related to BOCES programs. These systems are being independently developed by different units, with no central planning or coordination.

RECOMMENDATIONS

It is evident that BOCES provide many services to component school districts which might be difficult or impossible to justify, staff or finance on a district-by-district basis. However, there are major deficiencies in policy guidance, program direction, cost justification of services, public accountability and internal management which demand prompt attention, as outlined in this section.

Equally important in the long run, however, is the need to clarify BOCES status. For twenty-five years it has existed as a temporary program, but the availability of many of the services it provides is now assumed by local school districts. As the subtitle of this report suggests, BOCES now exists in a legislative limbo. Therefore, the Commissioner of Education should recommend prompt action consistent with the following recommendations to redefine BOCES mission and clarify its legal status:

1. Recommendation: The Commissioner of Education should sponsor legislation in the 1974 session of the Legislature defining the role of BOCES in the State's educational system.

This step would remove any ambiguity surrounding BOCES present status, and provide a viable base for planning at the State and local level.

2. Recommendation: Change the Law to strengthen the accountability of BOCES.

Amend the appropriate laws to provide for:

- selecting board members at a general election.

- reducing terms of board members to three years.

- permitting the president of each component school board to vote on the BOCES administrative budget over which component schools now have no control.

- increasing board membership in heavily populated areas to insure adequate representation from the community.

These suggested changes would mandate BOCES responsiveness by giving the taxpayer a greater voice in BOCES programs and management and by stripping away the legal barriers which now isolate the administration of BOCES from the effective control of component schools.

3. Recommendation: Amend the Law to define more specifically those expenditures which should be assigned to administration.

As a result of this change, it would be possible to evaluate the management performance of BOCES districts more accurately, and eliminate inequities resulting from a lack of uniformity from BOCES to BOCES in the classification of administrative costs. It would be desirable to allocate related administrative costs to program areas, thereby insuring that the payments from component school districts are proportionate to BOCES use. Moreover, this will assure that more accurate program cost figures are presented to the State Education Department and component school districts.

4. Recommendation: Amend the Law to authorize school districts to purchase required services from any source at the same aid rate that is currently received by using BOCES services. However, require school districts to justify that the service is comparable in quality and more economical than the BOCES service.

By taking this step, the Commissioner of Education would remove the current incentive to go to BOCES for services which could be provided more economically from other sources. Eliminating the "captive audience" would also encourage BOCES administrators to maintain a high level of performance at cost-conscious rates in order to attract and hold the patronage of component districts. It would also permit taxpaying employers to have a fair opportunity to compete for school business.

5. Recommendation: Amend the Law to insure that no BOCES constructs, or otherwise acquires facilities without a public referendum.

This change in law would close the loopholes under which BOCES, through leasing arrangements with municipalities or school districts, can circumvent requirements to hold public referenda for constructing facilities. Leasing arrangements are often more costly and are admittedly undertaken in some cases to avoid a defeat at the polls.

6. Recommendation: Enact legislation to establish the position of chief executive officer of BOCES, clarify his role, and remove direct State support of his salary.

The impact of this recommendation would be to eliminate the frequent conflict of interest under which the same individual is now responsible for serving as an agent of the Commissioner of Education and as an employee of component districts. As superintendent and agent of the Commissioner of Education, he is responsible for ensuring that the school districts under his supervision provide the most efficient educational programs possible, and as chief executive officer of BOCES, he is responsible for encouraging the use of BOCES services, regardless of their cost effectiveness. It would also enable the State to take steps to eliminate the unusual salary arrangement under which twenty of the BOCES superintendents -- presumed to be "agents" of the Commissioner -- earn more than the Education Department officials to whom they report.

This recommendation is not intended to automatically reduce the superintendent's salary by $17,174. Rather, it is intended to ensure that the BOCES board is solely responsible for determining the appropriate salary using objective criteria. The entire amount would, in turn, be part of the administrative budget and subject to regular BOCES aid.

BOCES PROGRAMS:

7. Recommendation: The State Education Department should develop accurate cost data on occupational education programs as a basis for meaningful evaluations.

Evaluation of performance is currently not possible since information is not now collected by the State Education Department on the costs of individual BOCES occupational education courses. It is impossible, for example, to ascertain the cost of a course in cosmetology in a given BOCES program, compare the costs of courses conducted in different BOCES districts, or make intelligent cost-benefit decisions on the desirability of using outside sources to undertake the instruction.

8. Recommendation: Determine the success of students after graduation from occupational education courses.

The ultimate test of the success of occupational education is how it helps its students gain useful, remunerative employment. To determine this, the Office of Education Performance Review has launched a study to determine what happens to the occupational education student after graduation. Does he find employment? Is his salary commensurate with his training? What weight is his training given by employers and trade unions?

9. Recommendation: The State Education Department, with the help of the Governor and the Regents, should aggressively work to end the negative image of the occupational education student as a "loser."

Through public support and increased dissemination of information, the Governor and the Regents can assist the Education Department to remove the stigma attached to occupational education by students, parents, and the staff of many school districts. Such a negative image has prevented students who might benefit from the programs from taking advantage of them and has discouraged school guidance personnel from becoming better informed about BOCES programs and their links to occupational opportunities.

10. Recommendation: Initiate joint action by the State Education Department, the State University of New York and each BOCES to develop a continuation of curriculum between BOCES and the community colleges.

The State Education Department would be the appropriate agency to take the lead in this effort. It would build on efforts already underway to strengthen regional planning for occupational education, but focus on the need to prevent repetition of course material, establish a basis for equivalency tests for BOCES graduates, and otherwise coordinate BOCES and community college curricula more effectively. A by-product would be a more meaningful basis for the Education Department's annual review of each BOCES occupational course.

ADMINISTRATIVE AND MANAGEMENT SERVICES:

11. Recommendation: The Education Department should ensure that each administrative or management service that BOCES currently provides cannot be delivered more economically through another source.

This would result in developing measures of cost effectiveness, and replace "intuitive" judgments with hard data, while encouraging the thorough exploration of alternative ways to provide needed services.

12. Recommendation: Immediately stop the installation of new data processing equipment at regional BOCES centers and launch a study of all data processing services currently being developed by BOCES.

The Office of Education Performance Review has undertaken a study of the regional data processing system to make sure that it:

- does not duplicate any of the other EDP systems of the Education Department;

- is competitive in quality of service as well as cost with the same or similar services currently being offered by private data processing firms;

- is capable of providing the output most useful to clients; and

- is cost effective.

This study would take a new look at the Department's policy of promoting regional data processing services through State aid incentives even when those services may often be more costly to the taxpayer.

13. Recommendation: Initiate a study of the State Education Department's organization and supervision of BOCES.

The Office of Education Performance Review would undertake this project. Repeated departmental statements have officially endorsed BOCES essential role in the State's educational system, but the fragmentation of the Department's responsibility for BOCES makes it difficult or impossible to support this commitment effectively. Concurrent with the above study, the State Education Department should:

- Sponsor legislation amending the Education Law to permit more time for reviewing BOCES program proposals; and

- Prepare more detailed instructions and guidelines on justification of BOCES program proposals.

EXHIBIT 1

TECHNICAL EXPLANATION OF BOCES STATE AID

1. General

- BOCES aid must be considered "categorical" in that it must be approved specifically by cost expenditure.

- All BOCES aid, except rent or building aid, is computed and paid in the year following that in which expenses were incurred.

2. Formula Explanation

Each year, BOCES sends a financial report to the State Education Department which consists of its own cover sheet with total administrative and service expenditures and attachments for each school district component.

The accounting is divided into two parts: administrative and service costs.

a. Administrative

Administrative costs of a BOCES can be State aided up to and including 10 percent of total BOCES costs. However, there are two situations for which aid cannot be provided, even within that 10 percent ceiling:

- no salary expenditures above $8,500 per individual; and

- no expenditure related to a non-approved service.

Actual "chargeback" of administrative costs to component schools is done in one of two ways: either by Resident Weighted Average Daily Attendance or by valuation.

If the method is by Resident Weighted Average Daily Attendance (RWADA), the total BOCES RWADA is computed and then the RWADA of the component school district. The district pays the percentage of its RWADA to the total.

What is in excess of 10 percent is also charged back to component districts as the excess of $8,500 salaries, rent costs, and unapproved services. These, except rent or building aid which is explained below, are also computed by RWADA or valuation but are not State aided.

Moreover, all components within the BOCES region are charged administrative costs according to the same method.

Rent/Building Aid

Building aid is reimbursed by the State within the same year as the expenditure. It is separate and distinct from all other BOCES aid.

BOCES first computes what percentage of the expenditure is aidable. This percentage was established when BOCES first applied for State aid for construction and is referred to as cost bond or percentage allowance.

EXAMPLE: If BOCES building expenditures were $500,000 in one year and the percentage allowance is 80%, $400,000 would be pro-rated among the component districts according to the administrative formula. The actual charge to the district is then multiplied by that district's aid ratio to determine what the State will aid.

The remainder of the district's charge (i.e., that not aided) as well as the pro-rated amount of the total $500,000 not included in the percentage allowance is paid for from local monies.

b. Service Costs

BOCES total costs for the year are also "charged back" to component school districts.

Once charged by BOCES, there are two formulas which can be used for a school district to get State aid for services:

- millage or
- aid ratio

EXHIBIT I

Millage Formula:

This formula works best for districts having a high tax rate. The computed tax rate (e.g., $24 per thousand) is divided into $6 per thousand to arrive at a ratio. This ratio is multiplied by the actual service bill from BOCES to determine the amount to be financed by the districts' regular budget.

$$\frac{.006}{.0240} = \frac{1}{4} \times \$800{,}000 = \$200{,}000 \text{ Regular budget}$$
$$\$600{,}000 \text{ BOCES aid}$$

For another district, the valuation may only be $12 per thousand so divided into $6 per thousand, only 50% would be aidable.

Therefore, if a district has a low computed tax rate, it is more beneficial to use its aid ratio.

Aid Ratio:

In poorer districts, the aid ratio is probably as high as 70-80% of cost. On the form sent to the State Education Department, a school district completes the total service bill according to both formulae and takes the higher amount.

Save Harmless:

There is actually a third formula which school districts can use, although it is rarely applicable. All school districts are guaranteed at least as much aid as they received for school year 1967-1968. If that amount is higher than what they spent in the present school year, that amount will be paid. However, the State Education Department does compare services bought in 1967-1968 with those bought in the year being computed. If there has been a cut-back in services, the 1967-1968 amount will be adjusted accordingly.

3. Federal Aid

BOCES is an applicant for certain types of Federal aid and often receives the money directly from Washington or through the State Education Department. It is deducted from charges to the component school districts, both on administrative and service bills.

EXHIBIT 2

BOCES OCCUPATIONAL EDUCATION COURSES WITH ENROLLMENT

1972-73

Program	All BOCES Combined
GRAND TOTAL	50,544
AGRICULTURE	3,578
Prevocational Agriculture	153
Agriculture Production	608
Agriculture Mechanics	990
Ornamental Horticulture	523
Conservation	1,184
Other Agriculture	120
DISTRIBUTION	1,066
Prevocational Distributive Education	12
Advertising Services	58
Automotive & Petroleum	9
Finance & Credit	1
Food Distribution	79
General Merchandising, General Sales or Sales-Support	835
Hardware, Materials, Supplies, & Equipment	3
Hotel & Lodging	1
Insurance	1
Recreation & Tourism	24
Transportation & Service	43

EXHIBIT 2

Program	All BOCES Combined
HEALTH	5,286
Prevocational Health	69
Dental Assisting	620
Dental Laboratory Technology	48
Medical Laboratory (Assistant) Medical Laboratory Technician	73
Nursing, Licensed Practical	2,703
Nurse Assisting (Nurse Aide/Orderly)	1,063
Home Health Assisting	26
Medical Assistant (Physician's Office)	153
Pretechnical Health	10
Other Health Occupations	521
HOME ECONOMICS	2,446
Prevocational Home Economics	130
Care & Guidance of Children	974
Clothing Management, Production, & Service	80
Food Management, Production, & Service	691
Institution & Home Management & Service	204
Occupational Preparatory, Other	367
BUSINESS AND OFFICE	4,936
Prevocational Office	49
Bookkeeping & Accounting	139

EXHIBIT 2

Program	All BOCES Combined
Data Processing	1,994
General Office-Clerical & Typing	2,067
Materials Supporting	1
Stenographer Secretarial & Related Occupations	505
Supervisory & Administrative Management	1
Other Office	180
TECHNICAL EDUCATION	886
Aeronautical Technology	196
Architectural Technology	15
Chemical Technology	8
Electrical Technology	151
Electronic Technology	343
Electro-Mechanical Technology	98
Instrumentation Technology	24
Mechanical Technology	48
Commercial Piloting	3
TRADE, INDUSTRIAL, SERVICE EDUCATION	32,356
Prevocational Curriculum	1,346
Air Conditioning, Refrigeration & Heating	971
Appliance Repair	283
Automotive Services	9,589

EXHIBIT 2

Program	All BOCES Combined
Aviation Operations	186
Commercial Arts Occupations	733
Photography Occupations	385
Construction & Maintenance Trades	4,382
Custodial Services	621
Drafting	627
Electrical Occupations	2,152
Electronics	1,109
Graphic Arts	645
Maritime Occupations	138
Machine and Metal Industries	2,185
Personal Services	4,779
Plastics Occupations	257
Law Enforcement Training	35
Educational Paraprofessionals	1
Quantity Food Occupations	1,483
Textile Production & Fabrication	236
Pretechnical Curriculum	59
Other Trade, Industrial & Service Occupations	154

Based Upon Data from New York State Education Department

EXHIBIT 3

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
BUREAU OF SCHOOL DISTRICT ORGANIZATION

CO-SER-8A

PPLICATION FOR AREA SERVICE
(New or Expanded)

_____ DISTRICT of _____ CO.
SCHOOL YEAR 19 _, _

File three copies.

. TITLE OF SERVICE

_____ Occupational Center
_____ Communications Center
_____ Handicapped Center
_____ Pupil Personnel Service
_____ Library Processing
_____ Data Processing
_____ Other(name)_____

:. SCHOOL DATA
Underline Non-Component Districts

Schools and BOCES Sharing Service (1)	Enrollment K-6 (2)	Enrollment 7-12 (3)	Anticipated Share of Load (No.pupils,%,teachers served) (4)	Estimated Cost (Attach Worksheet) (5)
		TOTAL		

3. ANTICIPATED LOAD (No. classes, case load, or other measure of extent of service)

4. DESCRIPTION OF SERVICE (Include titles of courses, description of functions, level of classes, needs to be met or other justification for this service.) Use Separate Sheet if Needed.

5. PRESENT LEVEL OF SERVICE-IF any schools, intending to share this service provide the same or similar service, describe, for each separate school, the extent of the present service. (No. teachers,No.classes,names of classes,courses,or services). Use Separate Sheet if Needed.

_____
District Superintendent

EXHIBIT 3

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
BUREAU OF SCHOOL DISTRICT ORGANIZATION

CO-SER-10

_____Estimate(attach to Application)
_____Budget(submit with Contracts)

_____DISTRICT OF_____CO.
SCHOOL YEAR 196_, 6_

AREA PROGRAM COST WORKSHEET

_____Occupational Center
_____Communications Center
_____Handicapped Center
_____Pupil Personnel Service
_____Library Processing
_____Data Processing
_____Other(name)_____

Group Services In This Order	Appropriations Salary	Benefits Ret.Etc.	Supplies Books	Equip. Pur.Rental	Pupil Transp	Use of Facilities	** Other Misc.	TOTAL
1. Administration And Supervisory Services-List positions by title. 2. Pupil Personnel Services-List positions by title. 3.Teaching Positions-List by course or class title. 4.Other Positions-List by title.								
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								
11.								
TOTALS -								
LESS-Federal Aid or other Revenues (non-aided)								
NET COST-To be levied against schools								

**Attach Breakdown For Other If A Substantial Amount

Estimated Cost Per Pupil (If Applicable)	
Service Charge(Non-Components Only) - ADD	

SCHOOLS AND OTHER BOCES TO BE CHARGED: (Underline Non-Components)

NAME	SHARE	CHARGE	NAME	SHARE	CHARGE	NAME	SHARE	CHARGE
		$			$			$
		$			$			$
		$			$			$
		$			$			$

EXHIBIT 4

DEFINITIONS OF HANDICAPPING CONDITIONS

Trainable Mentally Retarded	- Those individuals whose IQ falls within 25-50 range, are unable to profit from typical educational approaches, and usually possess self-care skills.
Educable Mentally Retarded	- Those individuals whose IQ falls within 51-75 range, are able to profit somewhat from education, and can be self-supporting.
Several Emotionally Disturbed	- Those individuals with emotional problems severe enough to prevent them from making the necessary adjustments for effective functioning in the culture.
Physically Handicapped	- Those individuals who have a disruption of normal bodily functions due to some intervening pathological process other than mental.
Neurologically Impaired	- Those individuals who have a disorder to one or more of the basic psychological processes involved in understanding or in using language spoken or written.
Learning Disabled	- Those individuals who experience a disorder in one or more of their abilities to comprehend spoken language, speak, read, write, perform tasks appropriate for a given chronological age or acquire and efficiently retain and utilize knowledge and skill necessary for functional participation in a regular school program with their peer group on a full-time basis.

EXHIBIT 5

Composite List of Services Provided by BOCES Data Processing Centers

BOCES	Charge Basis	Notes
Albany/Schenectady/Schoharie		
Census	$ .60/name	Additional charges for:
Attendance	1.01/pupil	a. Test scoring sheets
Grade Reporting	2.37/pupil	b. Grade reporting forms
Tax Rolls	.53/RWADA	c. Checks
Payroll	.45/check	d. Student scheduling done elsewhere
Scheduling	1.50/pupil	e. Equipment rental e.g. terminals, keypunch
Test Scoring	.99/RWADA	f. Additional services remote problem solving
Address Labels	.02/label	
Broome/Delaware/Tioga		
Payroll	$ .68/check	All encompassing weekly checks and reports. Any additional charges for checks, report cards, etc. are options at extra cost.
Census & Attendance	1.70/RWADA	
Student Scheduling	1.00/student	Nebulous, understood 3 runs; additional at extra charge.
Grade Reporting	2.70/student	All 4 marking periods - no mailing.
Encumbrance Accounting	1.08/RWADA	
Budget & Purchase Orders	.95/RWADA	For convenience; RWADA is declining! Unit costs rising
Capital Assets	.25/RWADA	
Taxes	Contract	Service to other BOCES only. 11 school districts: 5 in Greene #2, 6 in Delaware/Chenango
Clinton/Essex		
Payroll	.35% of pkg. price	Package price 5 basic services: $5.40 for first 1000; $3.60 for next 1000; $2.25 for next 1000; $1.80 for fourth 1000 - minimum 650.
Accounts Payable	25% of pkg. price	
Attendance	10% of pkg. price	
Census	10% of pkg. price	Distribution of report cards an extra charge.
Report Cards	20% of pkg. price	
School Taxes	.30/parcel	
Scheduling .(subcontracted)	1.50/student	

EXHIBIT 5

BOCES	Charge Basis	Notes	
Erie #1			
Census			
Student Master File			
Attendance		See xerox copies of	Too complex
Grade Reporting	SEE	separate sheet	to summarize
Student Scheduling	XEROX SHEET	Appendix 3-1	
Test Scoring			
Special Education Student Master File			
Financial Subsystem			
Personnel Subsystem			
Instructional Subsystem			
Related Services			
Surcharge			
Lewis/Jefferson			
Census	$4.23/pupil full package	Done on a straight per pupil basis	
Accounting-Accts. Payable			
Fixed Assets			
Attendance		Each school pays for own checks	
Report Cards			
Tax Rolls		Tax bills-forms charge	
Payrolls			
Scheduling	$1.50/pupil	Additional charge	
SPPED/CAM	Contract		
Test Scoring (via Syracuse)	Contract		
Madison/Oneida			
Census	$ .75/child on files	Also separate charges for computer terminals and time for instruction	
Attendance	.60/child + .10 for 40 week cards		
Grade Reporting	.30/marking period without mailer, .60 with mailer		
Scheduling	1.50/child for standard service; .25 additional for mailing; .75 extra for $2.00-$3.50 for scheduling/special scheduling		

EXHIBIT 5

BOCES	Charge Basis	Notes
Madison/Oneida (continued)		
Test Scoring		
Payroll.	$ .40/check	
Accounting	1.00/check	See separate sheet
Tax Bills	.10 thru subcontract	Appendix 3-2
Inventory.	.Negotiated	
also		
Substitute Tchrs. Repts.		
Permanent Records		
Mailing Labels		
Monroe #1/Orleans		
Census Attendance.	$8.28/child WADA	
Report Cards	All districts	Test Scoring is a separate service.
Payroll Personnel		
Accounting-Accts. Payable	All services	No additional charge for checks or special reports
Fixed Assets		
Scheduling		
Test Scoring		
Textbooks		
Bus Scheduling		
Bus Expenditure		
Monroe #2		
Census.	.$6.84/child WADA	
Attendance		
Report Cards		
Scheduling		
Payroll		
Accounting		
Library Processing.		Few
Test Scoring		
Personality Recording		
Bus Routing (IBM USPX).		Prepares input only, rent software, run on Monroe CC
Address Labels		
Activity Records		Extra curricular on cp scan
Miscellaneous		
Cooperative Purchasing		
Fixed Assets		
CBRU's (to Harkness Ctr.-Erie #1) Extra charge.		Cross contract

EXHIBIT 5

BOCES	Charge Basis	Notes
Nassau		
Census/Attendance.	$3.10/student for both; $2.30 attendance only	
Grade Reporting	2.80/report	
Scheduling. .input governs- op scan. . . .	2.30; keypunch 2.40, mark sense 2.50/student. .	Schedule F or SOCRATES
Test Scoring.	.varies with tests	
Payroll.	.571/check	
Encumbrance Accounting		
Accounts Payable also	1.50 per tranaction	for NYSEIS budgetary accounting package
Class Ranking.	.50/student	
Teacher Attendance	1.70/teacher	
Deductions Listings	50./100 employees	
Negotiations and	950./district	
Study of School Costs		
Mailing.	.01 for mass; .02 for selective mailings/per label	
Research Evaluation and Analysis for Educators.	Contract - varies with cost of programming and machine time to BOCES and districts.	
Personnel Info. Retrieval System	Contract	
SPEED/CAM	Contract	
Bus Scheduling	Contract	new service, price varies with options
Remote Job Entry	varies per district $46,625 to $54,563 with equipment	
Onondaga/Madison		
Census.	$ .50/name, discount for attendance clients $.05	
Attendance	1.65/K-12 enrollment; $.05 discount for census clients	
Report Cards	2.25/pupil for 4 marking periods; 3.00 for six; $.05 and $.10 discounts for scheduling	
Scheduling	2.00/pupil;.10 discount for report cards.	Extra charge for more than 3 runs
Payroll	.55/check	Based on previous year's experience
Financial.	1.25/pupil. .	.Based on previous year's transactions after 1st year.

EXHIBIT 5

BOCES	Charge Basis	Notes
Onondaga/Madison (continued)		
Test Scoring Labels	$ .01/label with 5.00 minimun	
Affixing labels	.10.00/hour	
Ontario/Seneca/Yates/Cayuga/Wayne		
Census	Based upon number of applications subscribed per district	Required software POWER Virtual Storage DOS/VS Emulation 1401
Attendance	1- $2.10	
Scheduling	2- $2.40	
Report Cards	3- $3.00	
Payroll	4- $3.70	
Accounting	5- $4.40	
Test Scoring	6- $5.00	
	7- $5.50	
	All based on K-12 enrollment	
Tax Rolls	Flat fee time and materials	
Orange/Ulster		
Census Attendance Report Cards Payroll Accounts Payable Scheduling Miscellaneous	$5.50/enrolled student as of October 1, 1973	
(Bus Routes Labels Reading Index Special Reports)	Refund unexpended funds	

EXHIBIT 5

BOCES	Charge Basis	Notes
Rockland		
Scheduling	$ 3.00/pupil	
Attendance	2.98/pupil	
Census	.40/card	
Grade Reporting & Progress Reports	1.67/pupil/cycle	
Payroll	.40 check	
Accounting	1.00/check	
Transportation Detail & Special Projects	30.00/hour	
Address Labels	20.00/thousand	
Test Scoring	..60/test	
Saratoga/Warren		
Attendance, Census, Grade Reporting, Payroll	$ 6.80/student	Average charge. Applications are weighted
Student Scheduling, Taxes, Accounts Payable, Budgetary Accounting	This X enrollment determines charges	
Schuyler/Chemung/Tioga		
Appropriations Accounting	$ 1.50/pupil	One price for all services to Sch/Chem/Tioga components, separate prices for districts in Steuben BOCES $5.16/pupil
Attendance, Census	1.45/pupil for both	
Grade Reporting	1.25 for 4 periods, 1.75 for 6	
Payroll	1.50/pupil	
Scheduling	1.50/pupil	
School Taxes	.60/pupil	
Vehicular Scheduling	.30/pupil	
Test Scoring		Cross contract with Madison/Oneida BOCES
Labels	.02/label	
CVIS, BASIC	prices not yet determined	

EXHIBIT 5

BOCES	Charge Basis	Notes
Suffolk #2		
Census & Attendance. . . .	$ 1.80/student(census). . .	($2.75 for BOCES attendance only for special students) Varies with client
	1.80/student(attendance)	
	3.70/student pkg.	
Payroll	.60/check	Total charge varies with number of pay periods
Financial Accounting	2.00/check, BOCES 1 & 2	
	1.25 for BOCES 3	
Student Scheduling	2.10/student	
Grade Reporting	1.00/reporting period	
Inventory Processing	Contract	All these services are priced by contract with the individual district usually on a gross charge basis
Library Processing & Retrieval	Contract	
Voter Registration	Contract	
Bid List Preparation	Contract	
LIRICS	Contract	
On Line Guidance	Contract	
CAM	Contract	
Test Scoring	Contract	
Envelopes	Contract	
Labels.	Contract	
Ulster		
Census - 8	.41071/student	
Payroll -16	.4488/check/payroll	(See proration method on computer sheets) Appendix 3-3
Test Scoring & Scheduling	(See below)	
Attendance -20	1.1342/student	
Grade Reporting -15	2.460 for 4 rpt. cds., $2.800 for 6 rept. cds.	
Accounting -23	1.62/check	
Budget Prep. - 9	Gross charge $1532.88 district	
Miscellaneous - 6	Allocated on percent of usage	
Experimental - 3	(same)	
100% of center costs	Scheduling $1.50/student Bin method $.50/student Test Scoring by contract	

EXHIBIT 5

BOCES	Charge Basis	Notes
Westchester #2		
Payroll	$ .65/check .	.package price $.70 for both
Accounting-Accts. Payable	.90/check	
Census	2.30	
Attendance	2.70	package price $6.65 with 4 reports, $7.05 with 6
Report Cards	3.55 for 4; 4.55 for 6	
Scheduling	2.00/pupil and computer costs	
Test Scoring	.35 per side	
Instruction		See attached materials for service descriptions
Labels	.02/each	

Appendix 3-4

EXHIBIT 6

State Education Department Units Responsible For

-- BOCES Application Review
-- Program Supervision

Assistant Commissioner - Occupational Education

- Division of Occupational Education Supervision (1)

  This division clears all BOCES plans and programs with any Bureau or Division involved in the Occupational Education area

  --Division of Occupational Education Instruction
  --Division of Special Occupational Education Services
  --Division of Occupational Education Planning

Assistant Commissioner for School Services

- Division for Handicapped Children

  Bureau for Mentally Handicapped (2)
  Bureau for Physically Handicapped (3)
  Bureau for Special Programs (4)
  Section On Emotionally Handicapped (5)
  Instructional Materials Center (6)
  Severely Handicapped Program Unit

- Division of Pupil Personnel Services

  Bureau of School Social Services (7)
  Bureau of Guidance (8)
  Bureau of Psychological Services (9)

- Division of Continuing Education

  Bureau of General Continuing Education (10)
  Bureau of Basic Continuing Education (11)
  Bureau of Special Continuing Education (12)

- Division of Health and Drug Education

  Bureau of Drug Education (13)
  Bureau of School Health Education (14)
  Bureau of Health Services (15)

EXHIBIT 6

Assistant Commissioner of Finance and Management

- Division of Educational Management Services
  - Bureau of General Educational Management Services (16)
  - Bureau of Special Educational Management Services (17)
  - Office of NYSEIS Coordinator (18)
  - Office of School Employee Relations (19)
- Division of Educational Facilities Planning (20)
- Division of Educational Finance
  - State Aid Section (21)
  - Bureau of School Food Management (22)

Assistant Commissioner of General Education

- Project Redesign (23)
- Division of School Supervision
  - Bureau of Early Childhood and Parent Education (24)
  - Bureau of Elementary School Supervision (25)
  - Bureau of Secondary School Supervision (26)
  - Bureau of Migrant Education (27)
  - Bureau of Cooperative Review Services (28)
  - Bureau of Elementary Curriculum (29)
  - Bureau of Secondary Curriculum (30)
- Division of Humanities and Arts
  - Performing Arts Education (31)
- Division of General Education
  - Bureau of School Libraries (32)
  - Bureau of Reading Education (33)
  - Education for the Gifted (34)
  - Bilingual Education (35)
  - Safety Education - Driver Education Unit (36)
  - Environmental Education Unit (37)
- Division of Health, Physical Education and Recreation (38)

Associate Commissioner - Research and Evaluation

- Division of Research and Communications
  - Bureau of Occupational Education Research (39)
  - Bureau of School and Cultural Research (40)
  - Classroom Communications Unit (41)
- Division of Intercultural Relations (42)

EXHIBIT 6

Assistant Commissioner of Compensatory Education
- Division of Education - Disadvantaged
Bureau of Educational Field Services (43)

Non-Public School Services (44)

Assistant Commissioner of ESC Planning
Center for Planning and Innovation (45)

Assistant Commissioner of Higher Education - Academic Development
Bureau of In-Service Education (46)

Source: New York State Education Department; Bureau of School District Organization